



Watsonville 2005

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Watsonville 2005

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1 EXECUTIVE SUMMARY

INTRODUCTION

The purpose of a general plan is to build a livable city which has at its core the goal of enhancing the quality of life of all residents. Frequently in general plans, policy statements are strictly limited to land use issues. In this respect *Watsonville 2005* is unique. Interwoven throughout this document are statements of public policy that directly affect children, youth, individuals, families, and seniors. Watsonville is more than streets and buildings, it is a community of people. It is for this reason that the General Plan begins with a statement of policy reaffirming the City's commitment to a community where people come first.

The General Plan serves all of Watsonville's residents, including people of all: economic levels, employment status, ethnic backgrounds, family makeup and educational levels. The primary emphasis is on planning for the future of the existing population in the Watsonville area, including children, in order to make it possible for the existing population, and the population that is a natural extension of the existing population, to remain in Watsonville. This is in contrast to planning for a future population different from the people who now live in the area. In this Plan, goals are defined and policies and implementation measures to achieve those goals, are set forth. Goals address the question "What does the City intend to achieve?" while policies and implementation measures address the question of "How and where does the City intend to achieve the goals?"

Watsonville 2005 addresses the needs of the present population for an adequate number, and a balance of jobs and housing. Without sufficient jobs, residents will not be able to afford housing and other necessities, no matter how dire the need. Without sufficient housing and jobs, many residents will continue to be overcrowded. Adequate jobs, with an inadequate number of housing units, leads to rising housing

prices simply because higher prices can be demanded when housing is in short supply.

Each of these situations exemplifies underplanning for jobs, for housing, or the balance between jobs and housing. The consequences of underplanning for the City's population are continued high unemployment, and overcrowded housing units leading to eventual displacement of people who now live in Watsonville. A shortage of land either for jobs or for housing will obstruct the free function of the market and force a significant demographic shift in Watsonville, alienating the present population.

The City of Watsonville recognizes that its General Plan will be studied and followed by residents, businesses, developers, policy makers and other interested parties. As the City's adopted statement of community values, the General Plan is intended to provide for consistent, long-term implementation of policy from 1992 through 2005.

BACKGROUND

A City serving the needs of people in the community is the basis of *Watsonville 2005*. The residents of Watsonville in 1990 are:

- 61 percent Hispanic, 77 percent Hispanic for those under 18
- Largely lower income, particularly as compared to Santa Cruz County overall
- Largely bilingual, some are monolingual Spanish
- Blue-collar and agricultural laborers
- Dedicated to family values and improving the quality of life.

The city's present identity includes its roles as:

- the center of the agricultural support base of the Pajaro Valley
- a provider of affordable living, particularly in comparison to that of the County and the region

- a place with historic commitment to protection and management of wetlands, open space, and other environmental resources
- the evolving cultural center for the County's Hispanic population and
- an employment center for the Pajaro Valley.

The challenges facing Watsonville today, and in the future, are not unlike those facing many urban areas today:

- High unemployment
- Stagnation in historic job sectors (agricultural job growth and agriculturally-related industries)
- High housing costs
- Resident frustration
- Concern for environmental deterioration
- Nationwide economic slump
- Youth issues
- Shifting job skill markets
- Declining standard of living.

As is evident from the experience of communities all over California and the United States, there are no simple answers to these problems. The problems will be addressed through a wide range of efforts by all sectors of the community. They will require the participation and cooperation on the part of everyone involved, including the State of California, Santa Cruz County, the Local Agency Formation Commission, the City of Watsonville, all of the residents of Watsonville including Hispanics, non-Hispanic Whites and other minorities, environmentalists and the representatives of the various issue lobbies.

The General Plan proposes a responsible approach to addressing the needs of the existing and future residents of Watsonville. It seeks to balance the needs of the various stakeholders and tackles many of the difficult issues facing Watsonville. However, the Plan is only a first step, laying the groundwork to improve the lives of the people of Watsonville. The actual solutions must ultimately come from, and be carried out by, the people in the community.

ISSUES FACING WATSONVILLE:

Population growth in Watsonville

The population growth rate in Watsonville has averaged 2.8 percent annually during the 1980s. In comparison, the population growth rate for the State of California has averaged 2.3 percent annually during the 1980s. Growth is attributed to higher birth and in-migration rates than deaths and out-migration. Although housing and job growth has been very slow in Watsonville over the past five years, population growth has continued at higher than average rates. Looking to the future, it follows that severe limits on housing and job growth may not slow population growth, but will only serve to exacerbate existing problems of under planning for the population.

At the same time, it is also recognized that Watsonville does not have the option to grow infinitely or indefinitely. The General Plan seeks a compromise between the continuation of the historic 2.8 percent growth rate and the 0.8 percent growth rate that could be accommodated with no expansion of the City limits. The Plan proposes a population growth rate of 1.8 percent for Watsonville through the year 2005.

The City of Santa Cruz anticipates a 1.2 percent growth rate and Scotts Valley, a 2.8 percent growth to year 2005, according to the 1992 AMBAG population projections. The projected growth rate of 1.8 percent for Watsonville to year 2005 is in line with the projected growth of these cities in Santa Cruz County. A 1.8 percent growth rate is reasonable and responsible, clearly supporting good planning efforts to contain growth within cities by preventing sprawl and supporting the efficient delivery of urban services.

Housing growth

This General Plan accommodates the addition of 5,300 housing units over the planning period, which equals an average annual housing growth rate of 2.4 percent, excluding the Interlaken area. To put this in perspective, it should be noted that the adopted *Association of Monterey Bay Area Government (AMBAG) 1991-1996 Housing Needs Plan* indicates an 8.1 percent housing growth rate for the unincorporated

rated portion of the Pajaro Valley, requiring an additional 4,662 housing units by July 1996. This contrasts with a 1.8 percent housing growth rate projected for the remainder of Santa Cruz County, outside of the Pajaro Valley. The Pajaro Valley is geographically smaller than the remainder of unincorporated Santa Cruz County and the Pajaro Valley is agriculturally rich, yet it was targeted for substantial growth. These projections, adopted by AMBAG in June 1990, were subject to review by the affected cities and the County. The implication of a policy targeting the development of an additional 4,662 units in the unincorporated part of the Pajaro Valley by 1996 is one of encouraging urban sprawl and leapfrog development, which is the opposite of the policies of compact, city-centered development - key policies of *Watsonville 2005*.

Agricultural preservation

The preservation of the agricultural base of the Pajaro Valley is important for a variety of economic, social and environmental reasons. However, it must be recognized that the problems facing the agricultural industry reach far beyond Watsonville and Santa Cruz County. They also extend beyond the issue of agricultural land preservation. Job growth in the agricultural sector is projected to remain the same, or decrease, both in Santa Cruz County and nationwide; yet, both documented and undocumented immigrants continue to come to the United States, Santa Cruz County and the Watsonville area in search of agricultural jobs. The result is high unemployment. Agricultural wages are low for a variety of reasons related to the market structure of agricultural products. These market structure issues are not specific to Watsonville and will not be solved by Watsonville.

Watsonville is surrounded by land with constrained development potential. The constraints are related to agricultural use, floodplain, coastal zone, terrain and transportation system capacity. The preservation of agricultural land is important, but it must be balanced with efforts to provide for all of the residents of Watsonville. The General Plan addresses the issue of balance by recognizing the value of agricultural land and proposing minimal conversion of agricultural lands, high densities on those lands, and an urban limit boundary beyond which Watsonville

is not proposed to grow, while allowing for an adequate supply of land for affordable housing and the creation of living wage jobs.



Photo: Courtesy of the Register-Pajaronian

Strawberries, the leading crop in Santa Cruz County, had a gross value of \$71 million in 1991.

The provision of adequate and affordable housing:

People are drawn to Watsonville for a variety of reasons, one of which is housing affordability. If housing is no longer affordable in Watsonville, then many of Watsonville's existing residents will be forced to move to other cities and States. This will impact the growing Hispanic population of Watsonville harder than any other population sector because they represent the majority of lower income residents. There are two sides to the housing affordability equation. One is the cost of a housing unit and the other is the amount of money residents earn. When the wages earned by the people seeking housing do not match the cost of the housing, then a wage/affordability gap exists. The two solutions to this problem are to keep housing construction costs down and to provide living wage jobs that align with the skill level of the labor force. The General Plan proposes that both be done.

In order to keep housing costs down the plan proposes:

- That an adequate supply of land for housing be provided. If the land market is too tight, then land costs increase, forcing housing costs upward. If large sites are not available, housing producers cannot realize economies of scale which lower the cost per unit of housing.
- That housing be developed at comparably high densities, utilizing creative site planning to ensure that quality of life is retained.
- That residential development occur on lands that can absorb development without imposing significant infrastructure, and other costs, on the development. While it is appropriate for new development to pay the costs associated with a given development, costs of significant infrastructure can negatively impact the ultimate affordability of housing.

As previously noted, the other critical factor for housing affordability is wages. The incomes earned by many in Watsonville are so low that they cannot afford suitable housing. This is the reason why many households and families double up and live in overcrowded housing. The 1990 census attests to the sizeable overcrowding problem in the city. The overcrowding problem, which is indicative of the low standard of living, is so large that it cannot be addressed solely by public or private subsidies; but requires long-term strategies for raising the standard of living. Two critical strategies are: raising the educational and job skill level of the labor force, and attracting jobs to the city which utilize the job skill level of Watsonville residents.

The General Plan lays the groundwork to remedy the living wage/standard of living side of the issue by promoting job creation and educational opportunity in the city. Key parts of the framework are:

- Proposing the addition of land to the City for job creation
- Proposing the creation of 7,500 jobs which is an adequate number of jobs for the projected labor force in the City at 1.6 laborers per household (allowing for a 5 percent unemployment rate)

- Setting in motion an economic development process to attract jobs to Watsonville
- Promoting a range of educational opportunities, such as joint planning with the school district for new school sites, attracting institutions of higher learning to Watsonville, expanding the library, promoting adult education programs and job skill training, sharing city facilities with schools and planning for joint development of city/school recreational facilities.

Considering the challenges facing Watsonville, the General Plan provides a reasonable balance for all interests.

PROJECTED POPULATION

Most people in the Watsonville Planning Area live in Watsonville and Freedom. In 1990, Watsonville was home to 31,099 residents. Freedom, Interlaken, and other areas within the City's Sphere of Influence included 8,608 people, for a combined 1990 base year population of 39,707. (Figure 1-1 depicts this information.) The General Plan projects that the combined population of Watsonville, Freedom, and Interlaken will grow from 39,707 in 1990 to 51,573 in 2005, an increase of 11,866. Watsonville's share of the population increase is 9,542 people; Freedom's share of the increase is 2,324 people and Interlaken's share of the increase is 0 people. (It is assumed that population and housing growth in Interlaken are accommodated in the County General Plan; therefore, growth in Interlaken is not addressed in *Watsonville 2005*.) By year 2005, the population of Watsonville would be 40,641, Freedom, 9,896, and Interlaken 1,035. The growth will occur within the existing city boundary of Watsonville, Freedom, Interlaken, and in areas to be annexed. The populations of Watsonville and Freedom are considered together in order to promote orderly development. Residents of Freedom and other sphere areas adjacent to Watsonville rely on Watsonville for employment, shopping, streets, utilities, recreational and educational services and therefore are accounted for in these planning efforts regardless of whether Freedom and Interlaken are annexed by Watsonville by year 2005.

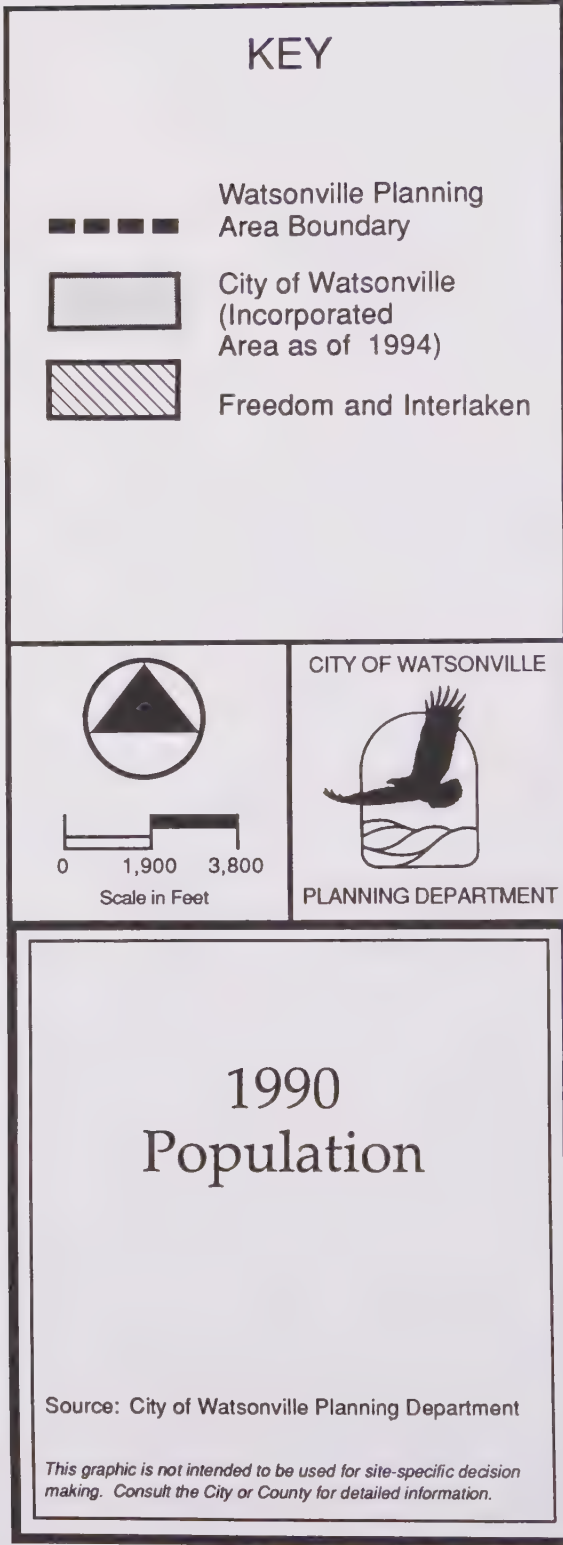
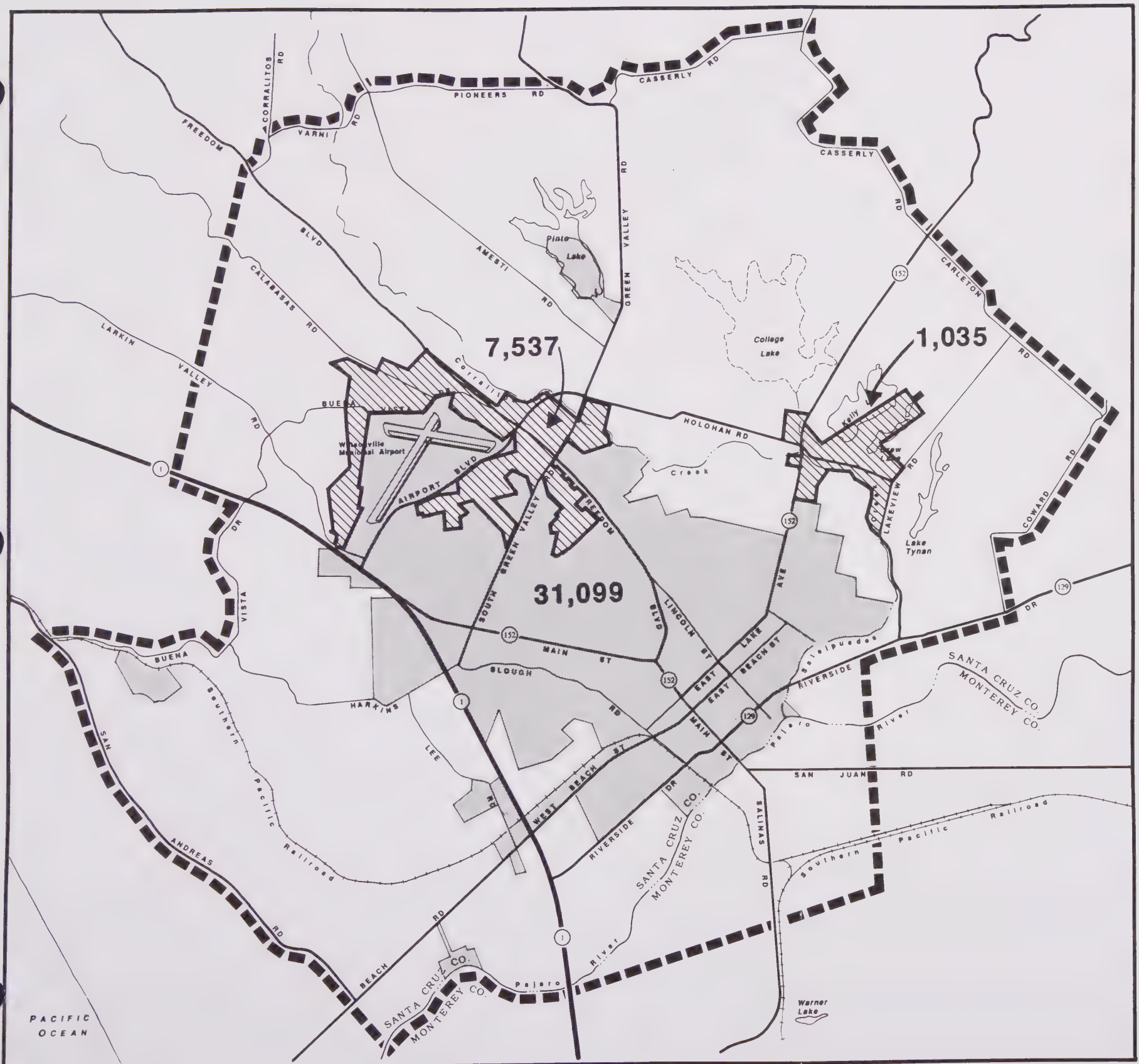


Figure 1-1

THEMES OF THE GENERAL PLAN

The principal theme of *Watsonville 2005* is to achieve a balanced city founded on values present within Watsonville today. *Watsonville 2005* recognizes that the city has a tradition of providing opportunities and services for its people and plans to continue providing new opportunities and services. To do that, a balance must be achieved among the following goals:

- Development of a healthy economy that will provide living wage employment
- Provision of a housing supply to meet the needs of all people in the Watsonville community
- Conservation of the agricultural base of the Pajaro Valley
- Conservation and preservation of natural resources
- Improvement of the quality of life for the City's children and youth
- Increasing the availability of education, and
- Increasing space for parks and open space.

Each of the goals above is described in the following paragraphs.

Development of a healthy economy to provide living wage employment. Employment opportunities enable people to care for themselves and their families. Job opportunity will help the unemployed, underemployed, and people joining the labor force to become economically self sufficient, and is the major element necessary to solve the City's affordable housing problems. The Plan projects the need for an additional 7,500 jobs by year 2005 for residents of the city and nearby surrounding area. The projection is intended to provide jobs for 1.6 persons per household, which was the number of employed people per household in Santa Cruz County and in Watsonville during the 1980s. The projected number of jobs takes into account an allowance for a 5 percent unemployment rate, which is generally acknowledged to be full employment. The General Plan proposes that 3,700 of the jobs be provided within the

1990 City limits and 3,800 be provided on new lands to be annexed to the City. See Figure 4-6 in the Land Use and Community Development chapter for jobs distribution.

Programs for economic development will combine educational programs to improve job skills and target the retention of existing jobs, as well as the creation of new blue and white collar jobs.

Local employment opportunities will minimize the need for residents to commute elsewhere for work, thereby reducing the length of auto trips and air pollution attributable to commuting. Proper distribution of jobs and housing will foster the use of transit instead of automobiles, alleviating traffic congestion and maintaining air quality.

Local jobs held by a local work force will strengthen the local economy which, in turn, generates tax dollars which can be spent on maintaining and improving the quality of life in Watsonville. Watsonville should avoid becoming a bedroom community for people working beyond the Planning Area because a city consisting of housing without a commensurate number of jobs can experience a net drain on its tax base.

Provision of a housing supply to meet the needs of all people in the Watsonville community. Historically, Watsonville has provided a large portion of the affordable housing for Santa Cruz County, and is committed to continuing to provide affordable housing for its residents. Housing that matches the income levels and ability to pay of Watsonville residents is a pressing need. Alleviating overcrowded housing is a key goal of the plan. The General Plan recognizes the enormous challenge of creating an adequate stock of affordable housing for the City and the Freedom area. Twenty-six percent of the existing households are overcrowded (1990). The overcrowding problem is addressed in the General Plan using a threefold approach: first provision of additional affordable housing units so families do not have to double up, secondly, by creation of more units with 3, 4 and 5 bedrooms to accommodate larger families, and thirdly, by provision of more jobs to increase the ability to pay for housing. It is important to recognize that many of the 9,700 people in Watsonville,

who were under age 18 in 1990, will have formed their own households by year 2005.

A total of 5,314 housing units are needed to meet the needs of the projected population of 51,600 in year 2005. See Figure 4-5 in the Land Use and Community Development chapter for housing distribution. These units can be divided into the following need categories:

Watsonville

- | | |
|--------------|--|
| 2,945 | Units to meet the 9,542 additional residents of Watsonville at 3.24 persons per household. |
| 991 | Units to address the existing and projected housing undersupply. (These units correct 40 percent of the overcrowding through provision of new units to relieve doubling-up.) |
| 220 | Units to produce 5 percent vacancy in the Watsonville housing stock. (A 5 percent vacancy rate is a standard used by many Councils of Governments, including AMBAG, to allow for mobility in a city and region.) |
| 4,156 | Subtotal: Watsonville need |

Freedom and adjacent sphere areas.

(It is assumed that population and housing growth in Interlaken are accommodated in the County General Plan; therefore, growth in Interlaken is not addressed in *Watsonville 2005*)

- | | |
|-----|---|
| 717 | Housing units to accommodate 2,324 additional residents generated in Freedom and adjacent sphere areas at 3.24 persons per household. |
| 386 | Units to address the existing and projected housing undersupply. (Some of these units correct overcrowding in Freedom through provision of new units to relieve doubling-up.) |
| 55 | Units to provide 5 percent vacancy in new units in Freedom and adjacent sphere areas. |

(A 5 percent vacancy rate is a standard used by many Councils of Governments, including AMBAG, to allow for mobility in a city and region.)

1,158 Subtotal: Freedom and Interlaken need

5,314 Total: Watsonville, Freedom, and Interlaken

In the provision of opportunities for housing, there is an emphasis on filling the needs of: lower income households, household requiring large units and other special needs households, since these households are less likely to be accommodated through the normal functioning of the housing market. *Watsonville 2005* plans for 2,100 of these needed units to be built on vacant or underutilized lands within the existing City limits and on vacant or underutilized lands in Freedom. Because existing densities in the City are high, all new units can not be accommodated within the existing City and Freedom without significant impact on the quality of life, particularly for large families. Therefore, three thousand two hundred (3,200) units are proposed on lands in the existing Sphere of Influence, excluding Freedom and Interlaken, and on land to be added to the Sphere of Influence and annexed to the City.

Watsonville 2005 plans for an adequate supply of land to house the city's population, and to achieve balance among housing types, jobs and infrastructure over the life of the Plan. The specific implementing measures recommended in the Plan are:

- requiring Specific Plans for the for newly annexed areas, as shown in Figure 4-11, to address the phasing of development
- careful Capital Improvement Project Programming.

Conservation of the agricultural base of the Pajaro Valley. Watsonville is surrounded by rich farmland and devotes a significant part of its local economy to agricultural support industries. The City values its agricultural surroundings, which are an integral part of its character, its agricultural employment base, and its agrarian heritage. The City has a four-point approach for preserving agriculture:

- conservation of farmland
- continuation of the agricultural support industries
- provision of housing for the agricultural labor force, and
- support for a plentiful supply of water.

The General Plan serves the agricultural community by: the establishing an urban limit boundary, allowing increased development densities beyond those currently allowed by any city in Santa Cruz County, and promoting city-centered development. The urban limit boundary: establishes a physical limit on planned growth, prevents urban sprawl onto adjacent farmland, and requires that the needs of the population be met in areas of compact, quality development. The General Plan proposes that the city reach a state of balance by year 2005 so that no additional boundary expansion will be necessary.

Conservation and preservation of natural resources. The city has a unique wetlands system which is a distinct part of the city's character. The Pajaro River, the source of the fertile Pajaro Valley, flows through downtown Watsonville. Sloughs reach into the city with fingers of open space that are a valuable natural habitat and provide relief from urbanization. The Pacific Ocean, three miles from the city, serves as a vital habitat, an abundant opportunity for recreation and a moderator of the Mediterranean-type climate which creates a delightful living environment, and is conducive to agriculture. Pinto Lake provides recreational opportunities, and Kelly Lake, Drew Lake, and Tynan Lake contribute a natural habitat and diversity to the area. Further away, the Santa Cruz mountains are a scenic backdrop for the city.

The natural environment is conserved by the General Plan which: focuses on preservation of wetlands, establishes a greenbelt around the community and requires development densities in excess of any city in Santa Cruz County as noted above. The effort to preserve the sloughs and associated biological habitat includes:

- initiating a biological study to identify the location of habitat areas

- establishing the measures to protect habitat areas, and other implementing programs to ensure that critical areas are preserved.

In addition, the Plan recommends:

- establishment of an Open Space Acquisition Plan within two years of the adoption of the General Plan.

Measures to establish the greenbelt associated with the urban limit boundary include:

- identifying the general location on the land use diagram
- defining the purpose(s) of each part of the greenbelt
- establishing the framework for securing the greenbelt.

Improvement of the quality of life for the city's children and youth. Approximately one-third (31 percent) of the city was age 17 or younger in 1990. The City is committed to providing educational, recreational, and employment opportunities for its youth and offering them a fulfilling life in Watsonville. Although growth of the labor force nationwide is projected to slow to the year 2005 due to aging of the "baby-boomer" generation, Watsonville is not expected to follow this trend. An examination of population characteristics in Watsonville indicates that continued growth in the city's labor force is likely during the time frame of the General Plan. The city has a younger than average population which means that a large group of young people will need employment opportunities during the next 13 years. The City should plan carefully for the future employment needs of its youth.

The creation of housing and jobs described in the preceding paragraphs addresses some of the needs of children and youth, who are often members of lower income, crowded households. Today's children and youth will be forming their own households within the time frame of the General Plan.

In addition to opportunities for employment and housing, recreational and educational opportunities and services to support youth, young families, households with two working parents, and

single-headed households are established and existing programs are continued in *Watsonville 2005*.

Increasing the availability of education. Education is a bridge to improving the quality of life for the city's youth and adults. It is a prerequisite to taking one's place in the work place, which is projected to require attainment of higher levels of education than in the past. In turn, employment opportunities are the key to raising the standard of living. Therefore, the City is committed to: planning with the School District locations for new schools accessible to school age children, joint planning with school districts to share and develop facilities, and promotion of adult school programs. Other programs in the General Plan related to educational and job skill training opportunities are: attracting institutions of higher learning to Watsonville, promoting job skill training, cooperating with junior colleges to provide locations for classes, using city buildings at night for classes, expanding libraries and library services.

Increasing space for parks and open space. The City has recognized the growing need for land for recreational purposes in Watsonville by publishing a *Parks and Open Space Master Plan* in 1992. The *Master Plan* addresses land for both active and passive recreation and land for environmental and scenic resource protection. The City developed this realistic program of parkland acquisition and development by conducting a survey of the community, studying existing parks and their distribution, anticipating growth, and studying funding mechanisms. Key programs include expansion of existing parks, joint use development of school sites, an expanded pedestrian/bicycle network, and the addition of new community and neighborhood parks. The General Plan calls for the addition of 186 acres for parks by 2005.

PLAN ORGANIZATION

Watsonville 2005 is organized into twelve chapters, a land use diagram, a glossary, and appendices. The subject of housing has been divided into two parts due to its lengthy treatment – the part focusing on goals, policies and actions is chapter 6. The complete

Housing Element is published separately and is an adopted part of the General Plan, *Watsonville 2005*.

The Plan addresses subjects both required by state law and additional subjects which are significant to the city. All parts of the Plan have equal standing and are consistent with each other, forming a cohesive policy document to guide the city into the next century.

CHAPTER-BY-CHAPTER SUMMARY

CHAPTER 1 – EXECUTIVE SUMMARY

The main thrust of the Plan is highlighted in the executive summary. Central themes, major planning goals, objectives, and policies are briefly presented.

CHAPTER 2 – INTRODUCTION

The introduction to *Watsonville 2005* affirms the City's commitment to a community where people come first. In addition it: describes Watsonville's role in Santa Cruz County, discusses the planning implications of recent population growth, and presents the purpose of the Plan, requirements of state law, the participation of residents in creating and reviewing the Plan, and the planning process. The city's location in the region is described and depicted on a map. A description of how the Plan was updated between 1986 and 1992 provides important insights into the city's recent history. The environmental review and adoption procedures are noted. The vital need to monitor the progress of implementation measures and verify assumptions on which the Plan rests is emphasized to promote successful plan implementation. In recognition that general plans, as living documents, must adapt to changing circumstances, the amendment process is described. The goal stated in this chapter is:

- The City shall encourage the participation of its residents in the planning process and the development of the community.

CHAPTER 3 – GROWTH AND CONSERVATION STRATEGY

This chapter focuses on Watsonville's growth strategy with respect to the surrounding region. Three planning boundaries – the Watsonville Planning Area, the urban limit line, and the Sphere of Influence – and related policies are used to plan future growth. In addition to these boundaries, measures to address the pace and phasing of growth include: a requirement for specific plans, each of which contains its own development phasing schedule for newly annexed areas. Measures calling for the specific plans are listed in chapters 3 and 4.

Projected growth and the supply of land needed to accommodate the city's future needs are analyzed. Maps showing the Planning Area and city are presented.

Growth in the city is planned to continue to occur in a compact, orderly manner so as to make efficient use of the land and avoid urban sprawl. Some of the strategies of this chapter are to:

- Provide for a 2005 population of 51,600 within the urban limit line by designating an adequate amount of land for residential use, employment creation, and parks
- Provide for a moderate and orderly pace of urban development that respects existing community character and provides for a clear separation between urban and agricultural land uses
- Retain the agricultural base of the Pajaro Valley
- Protect farmland beyond the urban limit line
- Provide for compact development within the urban limit line.

The planned number of dwelling units per acre (density) is the highest in Santa Cruz County. Urban development and provision of jobs, housing, parks, and educational facilities are planned for land within expanded city boundaries to avoid "leapfrog" development. In this way, urban services, such as water and sewer, can be delivered to residents at the lowest possible cost and agricultural land is preserved to the maximum extent feasible. The dense pattern of development within city boundaries supports the preservation of agricultural land and open space

beyond the urban limit line. Less dense development of the city would require encroachment into lands beyond this proposed boundary.

Watsonville 2005 establishes an "urban limit line" which is the outer edge where urban development can occur. A greenbelt is established along part of the urban limit line to provide a buffer between adjacent farmlands and natural resources, and urbanization.

In 1990, the population within the combined city and surrounding land eligible for annexation was 39,707. The Plan anticipates a population of approximately 51,600 in the year 2005 within an expanded City limit line. To provide for the needs of this population, the City will annex land in the County. This land is included within its Sphere of Influence. One of the key actions to carry out this General Plan is the expansion of Watsonville's Sphere of Influence.

CHAPTER 4 – LAND USE AND COMMUNITY DEVELOPMENT

This chapter establishes land use classifications; sets densities and intensities for development; and creates a pattern of land uses to meet projected needs. The pattern of land use is shown on the Land Use Diagram, which is included herein by reference and adopted as part of this General Plan.

Watsonville's land use pattern has evolved through many decades of development, with the most recent changes including the commercial activity along Main Street between Green Valley Road and Freedom, the residential development of neighborhoods near Green Valley Road, and the light industrial development of Westridge near Highway 1.

The goals of the Land Use chapter can be summarized as follows:

- Provide adequate land for housing, job creation, parks, schools, and resource protection
- Conserve and improve the living environment of existing neighborhoods
- Revitalize the central business district
- Provide adequate neighborhood commercial services

- Strengthen Watsonville's economy by diversifying the industrial base
- Maintain a balance between employment-generating land uses and other urban land uses, such as housing
- Ensure that development is based on the suitability of the land, and that the development review process takes into account the accessibility of public facilities, services and utilities, physical and financial constraints, and human needs and environmental impacts
- Ensure that future development is consistent with the General Plan through use of the city's zoning ordinance, development standards, capital improvement program, and environmental review process.

CHAPTER 5 – URBAN DESIGN AND SCENIC RESOURCES

The purposes of this chapter are twofold: to preserve the city's rich historical and cultural resources, and to preserve the natural beauty and rural environment of the Pajaro Valley. Key goals are to:

- Preserve and enhance visual resources, such as the sloughs and the Santa Cruz Mountains
- Blend new development with recognized values of community appearance and ensure that new development enhances rather than detracts from its surroundings
- Ensure that commercial signs do not detract from street appearance
- Preserve and enhance the appearance of Main Street in downtown
- Preserve scenic rural qualities surrounding urbanized portions of the Planning Area
- Achieve high quality urban design and high quality site, building, and street design
- Enhance and protect structures, sites, and other landmarks that give residents a tie with their cultural heritage
- Support public and private beautification, and promote pride in community appearance
- Protect and enhance views of, and from, identified scenic routes in the Planning Area.

The Planning Commission and the Zoning Administrator are the entities responsible for preserving visual resources. Factors to be considered in project review are identified.

CHAPTER 6 – HOUSING: GOALS, POLICIES, AND PROGRAMS

The purposes of the Housing Element are twofold: to preserve and improve the existing housing stock in Watsonville, and to facilitate the development of new housing to meet the needs of current and future residents of Watsonville.

The complete Housing Element, as approved by the City, is published separately from the rest of the General Plan document because of its length. Chapter 6 of this document includes the final section of the Housing Element document which states the goals, policies, and programs to address housing needs in the community. The complete Housing Element, adopted as a part of this General Plan, is included by reference, and carries the same weight as all other elements. Key goals are to:

- Develop, improve, conserve and preserve housing, including affordable housing, to meet the needs of all residents
- Create a strong economy in Watsonville supportive of private, non-profit, and public sector efforts to meet all of the housing needs of current and future residents
- Provide housing to meet the special needs of large families, single head-of-household families, farm workers, the homeless, and the handicapped and disabled.

CHAPTER 7 – CHILDREN AND YOUTH

The City of Watsonville has recognized the right of its children and youth to live in a community which ensures a secure, healthy, and safe environment and provides opportunities for them to develop to their fullest potential. The policies set forth in this chapter address community concerns specific to children and youth. Key policies are to:

- Foster provision of shelter, food, and support services for families and children in need
- Plan city growth and transportation with children, youth, and families in mind
- Maximize educational, developmental, and learning opportunities for all children and youth, with support from the City, School District, and other public agencies to reduce truancy and drop-out rates
- Promote and expand quality child care
- Encourage workplaces supportive of families by implementing family-oriented employment policies that enable all families to meet their responsibilities at home and at work
- Raise the awareness of Watsonville's children, youth, and families of their rich cultural diversity
- Provide for youth participation in opportunities for leadership development
- Create enrichment opportunities through recreation and cultural arts programs
- Promote safe urban environments
- Assure access to physical and mental health services for all children, youth, and families
- Advocate on the local, state, and national levels for children, youth, and family concerns
- Expand financial support in order to meet the objectives of the Children and Youth chapter.

CHAPTER 8 – RECREATION AND PARKS

The Parks and Recreation chapter reflects the results of an in-depth study by the City in 1992 entitled *Parks and Open Space Master Plan*. The Parks and Open Space strategy is intended to meet the future park and recreation needs of Watsonville's residents based on assessment of the community's needs and analysis of the location and distribution of existing parks. This chapter describes the concerns of the community, the existing park facilities and recreation programs, and policies for continuing to provide high-quality, comprehensive recreation opportunities in the future. Key goals are to:

- Enhance the quality of life by ensuring the provision of services, programs, and facilities that

reflect the recreational needs and desires of the community

- Provide a full range of park and recreation facilities, including active recreation areas, passive natural open spaces, and a network of pedestrian/bicycle trails
- Provide an areawide distribution of neighborhood parks consistent with the *Parks and Open Space Master Plan*
- Provide a comprehensive program of recreational services for children, youth, adults, and senior citizens.

CHAPTER 9 – ENVIRONMENTAL RESOURCE MANAGEMENT

The Environmental Resource Management chapter focuses on conservation, development, and utilization of natural resources, including water and its hydraulic force, soils, rivers and other waters, wildlife, minerals, archeological resources, and other natural resources.

Conservation and long range preservation of open space are addressed in this chapter as well as in the Parks and Recreation chapter (8) and the Growth and Conservation Strategy chapter (3), which establishes a greenbelt. Key goals are to:

- Preserve agricultural land surrounding the urbanized area
- Protect natural resources through discouraging development on land with multiple natural resources
- Cooperate with the air district to maintain and improve regional air quality
- Protect surface and groundwater resources
- Protect wildlife habitat, soils, and archeological resources
- Protect air, water, soil, and biotic resources from damage by exposure to hazardous materials. The subject of hazardous materials is also addressed in the Public Safety chapter (12)
- Plan development in a way that does not preclude the future utilization of mineral and other resources determined to be of value.

CHAPTER 10 – TRANSPORTATION AND CIRCULATION

The Transportation and Circulation chapter establishes the framework to guide the development and maintenance of pedestrian, auto, truck, rail, transit, and air transportation routes and systems, and utility and emergency access routes in the city. Key goals are to:

- Plan for a safe, efficient and environmentally sensitive transportation network
- Promote the increasing use of transit
- Support the use of rail to move industrial and agricultural commodities and to encourage the establishment of passenger rail service to Watsonville
- Plan and provide safe and convenient bicycle facilities
- Recognize the importance of pedestrian travel, and plan for pedestrian opportunities
- Maintain, protect, and improve the facilities and services of the Watsonville Airport
- Plan and provide for a circulation network that preserves and enhances the scenic amenities of the Planning Area
- Plan and provide for the safe, unobtrusive movement of trucks
- Ensure the adequate provision of utilities in a way that minimizes their visual impact and hazard
- Ensure sufficient emergency access routes to support emergency response times included in the Public Safety chapter.
- Maintain or increase the availability of public services and facilities consistent with projected population growth in the city and Sphere of Influence and according to the fiscal resources of the City
- Construct and maintain a water system and institute a water management policy that will provide a sufficient quantity of appropriate quality water to meet the needs of the existing and planned community
- Continue the safe and efficient collection, treatment, and disposal of domestic and industrial wastewater to meet the needs of the service population, and comply with applicable regulation
- Operate an efficient solid waste disposal program that protects the health of area residents, prolongs the useful life of the landfill site, and encourages recycling
- Continue to improve the present library facility and services
- Coordinate facilities planning and land use planning between the City and the Pajaro Valley Unified School District
- Maintain fire and police service levels consistent with city standards for acceptable risk.

CHAPTER 11 – PUBLIC FACILITIES

The Public Facilities and Services chapter addresses the public facilities needs of the community. The intent is to maintain existing levels of service, to improve existing services to meet current needs, and to maintain the balance between the rate of private development and the provision of public services to the community. Public facilities and services addressed include: fire, police, recreation and parks, library, water, sewer, solid waste, and school services. Key goals are to:

- Provide a pattern of urban development, and associated regulation, which will minimize

CHAPTER 12 – PUBLIC SAFETY

The Public Safety chapter addresses natural and built hazards within the community that have potential to cause loss of life, injury, property damage, economic loss, and social dislocation. These hazards include seismic and other geologic hazards, flooding, urban fire and wildfires, hazardous materials, aviation hazards, and potentially harmful noise levels. The objective of the chapter is not to eliminate all hazards, but to minimize exposure to them to a level of acceptable risk.

Acceptable risk is defined as the level at which the exposure to a hazard is deemed to be tolerable, given the benefits to be gained. The level of acceptable risk for each hazard and the actions needed to maintain that level are defined in this chapter. Key goals are to:

- exposure to hazards from the natural or built environment
- Reduce the loss of life, injury, and economic damage resulting from earthquakes and associated geologic hazards
- Reduce loss of life and property damage in areas known to be prone to flooding
- Ensure that fire suppression capability in existing structures is maintained and that new structures conform to current fire safety standards.
- Encourage coordination between urban and rural fire districts for the efficient and effective suppression of structure and wildland fires
- Reduce the potential danger related to the use, storage, transport, and disposal of hazardous materials to an acceptable level of risk
- Ensure the enforcement of community standards for personal safety
- Anticipate and prepare for disasters and emergency situations and maximize post-emergency recovery
- Ensure the noise compatibility of new and existing uses in the city and require the mitigation of harmful noise effects where appropriate.



Photo: Courtesy of the Register-Pajaronian

The Watsonville-Aptos Adult School printing program is a hands-on class which has provided training for many people.



Photo: Air Flight Service

Aerial view of Watsonville, March 27, 1989, looking northwest from Monterey County toward Santa Cruz County. The Pajaro River, visible in the lower part of the photo, is the boundary between the two counties. Moving from left to right, prominent landmarks are the Monterey Bay, California Highway 1, City of Watsonville, the Corralitos and Salsipuedes Creeks, which drain into the Pajaro River, and several small lakes near the right side of the photo. The Watsonville Airport is in the northwest part of the city. The unincorporated community of Pajaro is located below the city in Monterey County.

2 INTRODUCTION

COMMITMENT TO PEOPLE

The City's commitment to a community where people come first is demonstrated through recognition of the importance of people in the planning process and the importance of a decision-making process whereby differences of opinion are recognized and resolved in a spirit of respect, openness, and trust. The commitment to people is borne out in the City's assumption of the responsibility to provide land and opportunity for education, employment, and housing for its present and future residents. The plan for using land is efficient, and meets human needs in a concise settlement pattern in order to maximize preservation of the surrounding farmland and wetland in the Pajaro Valley. Provision of the opportunity for housing to be built for all income groups, with priority given to housing for lower-income households again demonstrates the City's commitment to its people. The emphasis on people is clearly articulated in the set of policies focusing on improving the quality of life for the city's children and youth.

In addition to the commitments noted above, the plan to make Watsonville a livable city for all of its residents calls for improved recreation, transportation and public facilities - making the living environment fun, accessible and efficient. Other important commitments in the General Plan are reduction of the risk of hazards to an acceptable level - minimizing loss of life, injury and economic damage, and maintenance of the city's link with the past through the preservation of its rich historical and cultural resources.

REGIONAL SETTING

Watsonville, California is located in the Pajaro Valley in southern Santa Cruz County, shown in Figure 2-1. The city is centrally located between the Santa Cruz Mountains, five miles to the northeast, and the Pacific Ocean, three miles to the southwest. Watson-

ville is the urban hub of Pajaro Valley which is primarily agricultural. The topography varies within the Planning Area and includes level areas and gently rolling farmlands.

Five small lakes (Pinto, College, Kelly, Drew and Tynan) are located near the city's northern and eastern borders. The city is bounded by Corralitos Creek to the north, Salsipuedes Creek to the east, and the Pajaro River to the south. The Pajaro River is also the boundary between Santa Cruz and Monterey Counties. Several small creeks and sloughs (Watsonville Slough, Struve Slough, and West Struve Slough) are present in the city and extend to the south and west of Highway 1.

CLIMATE

The climate of the Watsonville Planning Area makes it ideal for both human habitation and agriculture. Temperature extremes are rare and experienced for only short durations. They range from lows of 28 degrees F. to highs of 95 degrees F. Typical temperatures range from 50 to 70 degrees F., and the mild Mediterranean type climate provides a long crop-growing season of about 237 days per year.

Rainfall increases with distance inland from the Monterey Bay. The average annual rainfall in the Planning Area is 21 inches. Ninety percent of all precipitation occurs between November and April with February being the wettest month. Prevailing wind direction is from the southwest (Monterey Bay) with an average wind speed of 8 MPH.

WATSONVILLE'S ROLE IN SANTA CRUZ COUNTY

Watsonville serves as the urban center for south Santa Cruz County, providing a full range of services - shopping, housing, jobs, recreation and government services. Watsonville is the second largest city in the County overall and provides significant

support housing, processing, and transportation facilities to the agricultural base of Santa Cruz County. In addition, Watsonville has long been active in the preservation of significant environmental resources, including hundreds of acres of open space, parks, sloughs and wetlands, and coastal zone lands (totalling 350 acres in 1992, which occupy approximately 9 percent of the total land area of the city).

Watsonville has provided noteworthy development densities within its existing City limits. Its growth has been compact and orderly. According to the 1990 Census, Watsonville has 5,253 persons per square mile, exceeded in Santa Cruz County only by Capitola (6,281). By comparison, the City of Santa Cruz has 3,678 persons per square mile. *Watsonville 2005* plans for an additional 2,100 housing units to be added in the current City limits and Freedom, resulting in over 6,000 persons per square mile for Watsonville and Freedom, rapidly approaching Capitola densities during the time frame of the General Plan (1992-2005).

Watsonville can be proud of its accomplishments in providing affordable housing and in addressing the needs of the Hispanic community. However, significant housing and living wage problems still exist. Part of the solution for affordable housing and job creation is an adequate supply of land to meet the city's needs. If Watsonville's ability to grow is limited, so is its ability to continue to provide significant affordable housing, housing for large and extended families, and living wage employment to the residents of the community.

A situation where there is a shortage of land to meet the needs of the population hinders both agriculture and the overall social, environmental, and economic status of the County. Farmworkers are becoming less migrant, and many choose to settle in an area. They will not be able to select Santa Cruz County if they cannot find reasonable housing and opportunities to augment farmworker wages to provide year-round support for their families. The survival of agriculture in the Pajaro Valley depends upon an adequate supply of agricultural workers, facilities to process and store food products, and a transportation system to move agricultural goods. Without workers,

processing facilities, and transportation, agriculture in the Pajaro Valley cannot survive.

In order to understand Watsonville as a city, it is important to understand some basic statistics about Watsonville:

- Watsonville provides a living environment for a significant portion of the County's low-income population, Hispanic population, and farm worker population. The total population of Watsonville comprises 14 percent of the overall County; however, 40 percent of the County's Hispanic residents live in Watsonville. In 1990, the median family income in Watsonville was \$31,160, while the 1990 median family income for the entire County was \$43,130.
- Watsonville provides a significant portion of the affordable housing in Santa Cruz County. The 1990 Census reported 21 percent of the owner housing in Santa Cruz County is valued below \$200,000. Sixty-one percent of the owner housing in Watsonville is valued below \$200,000. Forty percent of the housing in the County is renter occupied with a median contract rent of \$651, while 52 percent of the housing in Watsonville is renter occupied with a median contract rent of \$557.
- Watsonville has an average household size of 3.24 compared with 2.66 in the County. Twenty-six percent of all households in Watsonville are classified by the Census as overcrowded compared with 9 percent for the County. Thirty-three percent of all overcrowded units in the County are in Watsonville. The reasons for the large household size are twofold: (1) it is common in Watsonville for families to have many children, and (2) low wages and comparably high housing costs force families to double-up.
- Overcrowding occurs more frequently in rental housing than in ownership housing. Of all renter-occupied units in Watsonville, 39 percent are classified as overcrowded with more than one person per room, and 13 percent of the owner-occupied units are overcrowded. The comparable figures for Santa Cruz County are 15 percent and 5 percent, respectively.
- In 1990, 61 percent of the population of Watsonville was Hispanic, and 77 percent of the

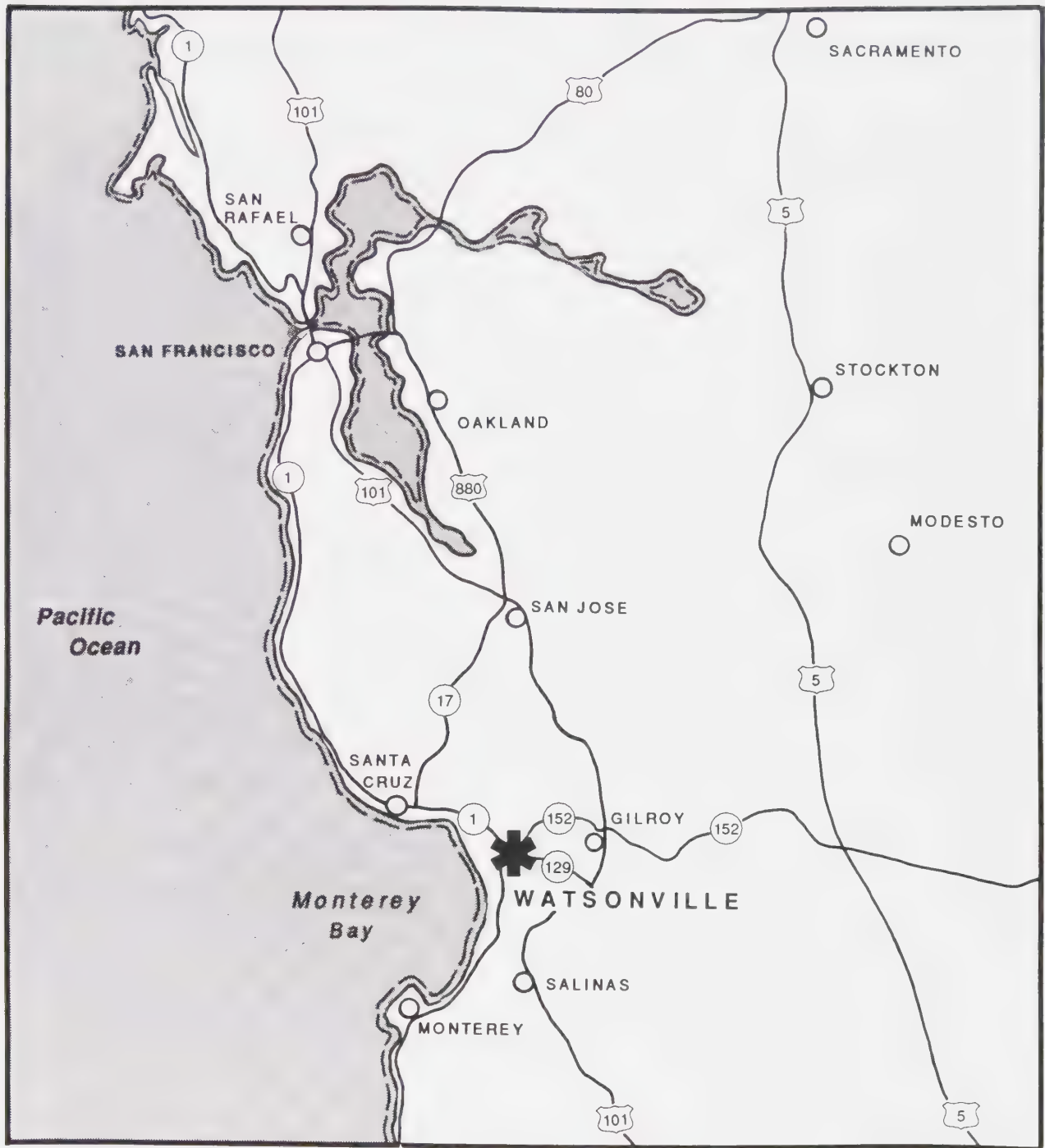


Figure 2-1

population age 17 and under was Hispanic. These numbers compare to 18 percent and 31 percent respectively in the County.

- Watsonville has a high concentration of very young (0 to 4 years) children. Ten percent of the population in Watsonville falls into this age group, compared to 7 percent of the total county population. Thirty-one percent of the population in the city is age 17 or under, compared with 24 percent in the County.

Figure 2-2 compares the population and housing characteristics of Watsonville with those of Santa Cruz County as a whole using data from the 1990 Census.

These population characteristics have important implications for educational and recreational facilities, future jobs, housing demand, and the provision of services to children, youth, and families. The comparative population statistics demonstrate that the planning needs in Watsonville are acutely different from those of the County. The city is facing major challenges: a young population, overcrowded housing, a wage/housing cost affordability gap, lack of

living wage employment opportunity, and a deficit of parkland. The reasons for the future growth of the city are inherent in its existing population. The need for education, jobs, affordable housing, and recreational opportunities can be satisfied if the city expands its boundary in an appropriate manner. If there is not adequate room for expansion on suitable land, these needs simply will not be met.

IMPLICATIONS OF RECENT POPULATION GROWTH

Since its incorporation on March 30, 1868 when John W. Watson and his partner, D. S. Gregory, laid out the first town plan covering one square mile, Watsonville has grown to a population of 31,099 (1990). Watsonville's population growth rate in the 1980s (2.8 percent per year) slowed from the 4.9 percent of the previous decade. Between 1980 and 1990, growth was attributable to births, deaths, and net in-migration. The dramatic increase in Watsonville's population of the 1970s included those same factors, but

Figure 2-2 *Population Characteristics of Watsonville in Relation to Santa Cruz County: 1990*

Subject	Watsonville	County	Percent of County
1. Total Population	31,099	229,734	13.5%
2. Population Growth 1980-1990	+7,556	+41,593	18.2%
3. Male Population	15,306	114,205	13.4%
4. Female Population	15,793	115,529	13.7%
5. Persons 0-4	3,135	16,456	19.1%
6. Persons 5-17	6,584	38,248	17.2%
7. Persons 18-64	17,475	149,164	11.7%
8. Persons 65 or older	3,905	25,866	15.1%
9. Households	9,437	83,566	11.3%
10. Families	6,963	53,752	13.0%
11. Housing Units	9,909	91,878	10.8%

Source: 1990 Census of Population and Housing

also included annexation of nearby populated areas. Given the current population growth, it is likely that the remaining supply of vacant land zoned for residential use within the City limits will be fully developed by the mid 1990s.

During the 1980s, the ethnic composition and age composition of the city changed significantly. According to the Census, the city's Hispanic residents increased from 49 percent of the city's population in 1980 to 61 percent in 1990. The city's population as a whole grew a total of 32 percent during the 1980s. The age group 5 through 17 year olds grew 46 percent, indicating significant increases in the numbers of young people in the community. People age 65 and over grew only 2 percent, meaning that, although they are an important portion of the city's population, they were a shrinking segment during the 1980s. The remaining age groups grew at a rate consistent with the population as a whole.

In 1980, 29 percent of the city's population was 17 years old or younger. In 1990, 31 percent of the city's population was 17 years old or younger. The large proportion of residents age 17 and younger in Watsonville has important implications for planning.

Most of the young people will reach child bearing age during the time horizon of this general plan, the year 2005. The youth must receive the kind of education that will equip them to provide for themselves and their newly formed families. Elementary and secondary schools, trade schools, junior and community colleges, and four-year colleges should be encouraged to locate in and near Watsonville making education readily accessible.

Between 1990 and 2005, total employment in the United States is projected to increase by 20 percent, or by 24.6 million jobs, according to the Bureau of Labor Statistics' moderate growth scenarios for the U.S. economy.¹ A study concerning the structure of occupational employment in the United States over the 1990-2005 period found a continuing, above-average growth rate for jobs that require relatively high levels of education or training. "This is

reflected primarily in the increasing proportions of executive, administrative, and managerial workers; professional specialty occupations; and technicians and related support occupations. These three major occupational groups, which represented just over one-fourth of total employment in 1990, are expected to account for 41 percent of the increase in employment between 1990 and 2005. Thus, while the broad occupational structure is projected to change slowly, the trend is in the direction of more jobs among those occupational groups with higher skills."²

Young people who do not have a high school diploma are at a decided disadvantage in the job market and have fewer opportunities for job advancement than those who obtain a high school education. Studies³, which compare the employment of those with and without a high school diploma in the occupations of managers, professionals and technicians, show that, although opportunities for high school graduates are limited, the proportion of those who earned a high school diploma is more than twice that of those who did not earn a diploma. This was the case for both the age group 16 to 24 who had little, or no job experience, as well as for the older age group 25 to 34 who had job experience. In addition, those without high school diplomas earned below-average median weekly earnings.

Between 1990 and 2005, the city's labor force participation rate can be expected to grow for two reasons. First, the large group, age 5 through 17 years, who were not in the labor force in 1990, can be expected to enter the work force. Second, the labor force participation rates for Hispanic women is expected to increase, although this participation rate is projected to continue to remain lower than that for all women.

The large number of young people projected to be added to Watsonville's labor force means that public policy should emphasize education and employment opportunities in Watsonville for the benefit of Watsonville's labor force. Policies which address these needs are in the Land Use and Community Development chapter (4), the Housing chapter (6), the Chil-

1. Lukasiewicz, John and Silvestri, George, *Occupational Employment Projections*, Monthly Labor Review, v114, No. 11, November, 1991

2. Ibid.

3. Ibid.

dren and Youth chapter (7), and the Public Facilities chapter (11). Entry-level and mid-level employment opportunities are vital to the youth and older inhabitants of the area.

Day care is essential to enable youth to continue in school and to take their place in the work force. Day care is also important in supporting the increasing number of women joining the work force and in supporting single-head-of-household families.

A young community, in particular, needs space for recreation. A strong need for parkland and recreation has been voiced by the community and has been studied by the Parks and Recreation Commission in 1991. The 1992 *Parks and Open Space Master Plan* addresses the shortage of parkland and identifies alternative sites for new neighborhood and community parks. Sufficient parkland to both compensate for the existing shortage and provide for the future population is included in the projected supply of land needed by the city.

GENERAL PLAN PURPOSE

Watsonville 2005 is a statement of policy for the physical development of Watsonville that provides a realistic vision of the future. As such, it represents the City's position on the character, quality, and timing of new development. The Plan does not specify every detail of community change, rather it defines a broad path to be followed in managing growth and change in the coming decades. It endeavors to be sensitive to all people in Watsonville, to conserve and protect natural and cultural resources, and to restrict development in hazardous areas.

It is the intent of the General Plan to: anticipate the changes that Watsonville will face, provide guidelines for preserving environmental resources, generate economic stability, and maintain an acceptable level of public services and facilities. The General Plan is a tool to direct the costs and benefits associated with community development, and to mitigate any effects on the existing community.



Photo: Courtesy of the Register-Pajaronian

Dancers from Calabasas School entertain the crowd at the Plaza in Watsonville during a Fiestas Patrias (Mexican Independence Day) celebration.

Watsonville 2005 is a document for use by decision makers to evaluate proposals from the public and private sectors. It is also a document to be used by the community to better understand and participate in future community development decisions. Thus, the Plan is both a tool to be used in city government and an educational document to be used by the community.

GENERAL PLAN ORGANIZATION

The California Government Code requires that every city and county prepare, adopt, and implement a general plan for community development. The general plan must include: a statement of development policies; text setting forth objectives, principles, standards and plan proposals; and supporting diagrams. There are seven mandatory elements required by state law – land use, circulation, housing, conservation, open space, noise, and safety – which may be organized in any way as long as all required topics are addressed.

The City of Watsonville has updated and revised its existing General Plan to provide policies that reflect current community concerns and that guide community development decisions through the year 2005.

Watsonville 2005 consists of twelve chapters, a land use diagram, a glossary, appendices, and a complete Housing Element, that address both the state-mandated planning subjects plus optional subjects that are of particular concern to the city. Goals and policies reflect the results of an intensive investigation of land use and community development issues facing the city and its surrounding environment. Implementation measures are designed to carry out these goals and policies.

The twelve chapters of *Watsonville 2005* are:

1. Executive Summary
2. Introduction
3. Growth and Conservation Strategy
4. Land Use and Community Development
5. Urban Design and Scenic Resources
6. Housing: Goals, Policies, and Programs
7. Children and Youth
8. Recreation and Parks
9. Environmental Resource Management
10. Transportation and Circulation
11. Public Facilities and Services
12. Public Safety

The relationship between the state-mandated subjects and the chapters of *Watsonville 2005* in which they are addressed, is shown in Figure 2-3 at the end of the chapter.

THE PLANNING PROCESS

The 1992 revised General Plan has been prepared under the provisions of California Government Code, Section 65300 et. seq. It is a comprehensive document that addresses the physical development of the community, the environmental resources and constraints associated with the Watsonville Planning Area, and the social and economic concerns of the population.

RESIDENT PARTICIPATION

The General Plan was created cooperatively with the residents of the Watsonville Planning Area. Resident input was incorporated through a step-by-step process. This approach builds upon a long tradition of active resident participation in community development.

In June 1986 the City formed a General Plan Steering Committee. The Committee's task was to review the individual components that now constitute *Watsonville 2005*. In addition, the Committee's goals were to evaluate current planning policies, identify planning issues of community concern, and survey community opinions on present conditions and future aspirations. The Steering Committee was formed with two members from each of the following groups: City Council, Planning Commission, Design Review Commission, and Recreation and Parks Commission.

Public concerns were documented through a series of General Plan workshops, opinion surveys, monthly study session meetings, and the public hearing process. Public opinion profiles based on these activities have been compiled and are available at the Watsonville Planning Department along with other reference materials used in formulation of this Plan. Each chapter of the General Plan contains a brief summary of community concerns expressed by the general public and the Steering Committee. These quality-of-life concerns have been used to help identify the long-term goals and policies which are outlined at the end of each chapter.

In October 1989, the Loma Prieta earthquake caused significant damage in Watsonville. The city's residents worked on recovering from the earthquake, suspending the update of the General Plan until the second half of 1991. Many of the issues of short- and long-term recovery – housing, economic vitality, adequate infrastructure – are taken up as major themes of the General Plan. Thus the General Plan becomes the long-range recovery plan for the City of Watsonville.

By late 1991, much of the information from the 1990 Census was available, which provided an opportunity to verify trends. More public hearings were held; the City Council provided direction on the growth alternatives; and the 1992 draft General Plan was prepared.

ENVIRONMENTAL REVIEW

An Environmental Impact Report (EIR) is a public informational document used by government agencies to analyze the significant environmental effects of a proposed project. It must identify alternatives and discuss feasible ways to reduce or avoid the potential environmental damage associated with the project.

The EIR for the General Plan is a separate document from *Watsonville 2005*, however the proposed mitigation measures in the EIR reflect the General Plan policies and implementing measures. Both documents, *Watsonville 2005* and the EIR, are segments of a complete environmental planning process. They guide community development and provide a tool for

evaluating the long term consequences of this development.

ADOPTION

Upon adoption by the City Council, *Watsonville 2005* became the official policy guide for managing future growth and development. In that respect it can be viewed as a "constitution" for the physical development and environmental resource protection of Watsonville.

CARRYING OUT THE GENERAL PLAN

A city's general plan is at the apex of its land use regulations, with other land use regulations subordinated to the general plan and required to be consistent with it. The zoning ordinance and subdivision regulations are two of the key measures which implement a general plan. Implementation of a general plan also occurs on a day-to-day basis through a city's land use decisions related to development projects, subdivision maps, redevelopment plans, public works projects, and approvals of specific plans.

The programs and assumptions in a general plan should be monitored and their status reported to the City Council annually. This informs the Council about progress toward accomplishing goals and provides an opportunity to confirm assumptions.

CHANGING THE GENERAL PLAN

General plans are living documents capable of being changed as community values change, as regulations of other levels of government change, and as unforeseen circumstances occur. State law provides a formal process for amending the general plan. General plan amendments can occur when found to be appropriate by the City Council; however, in order to preclude casual or too frequent amendments, state law allows each mandatory element to be amended not more than four times a year. Each amendment may include an unlimited number of changes to an element and yet be considered as a single amendment if adopted as a single action by the City Council.

Amendments to a general plan must be consistent with the rest of the general plan. Therefore, a proposed amendment may entail changes to several elements in order to maintain internal consistency which is required by state law.

A housing element must be updated every five years as required by state law. The next time the Watsonville Housing Element is required by the State of California to be updated is 1996. The entire Watsonville General Plan should be reviewed and updated at least by the year 2005, and earlier if appropriate.

GOAL

Goal 2.1 Planning for People

Involve the community to assure that the decisions made by the City of Watsonville regarding planning and development are in the best interest of the people of Watsonville.

POLICIES AND IMPLEMENTATION MEASURES

The following policies serve to guide the implementation of the long-term goal stated above.

Policy 2.A Community Participation

The City shall encourage the participation of its residents in the planning process and the development of the community.

Implementation Measures

- 2.A.1 Long Range Planning** – The City shall utilize a range of public participation methods to involve the community in the initial development and updating of major plans including the General Plan, Downtown Design Plan, Scenic Corridor Plan, and Parks and Recreation Plan.

- 2.A.2 Public Hearings** – The City shall, at a minimum, notify all affected parties and property owners of consideration by the City Council and Planning Commission of General Plan amendments, rezonings, and special use permits, in accordance with the requirements of state law and local ordinance. Other items relating to ordinances and development guidelines shall be publicly noticed in newspapers and through local agency mailing lists to ensure a general public awareness of proposed policy changes.

- 2.A.3 Resident Committees and Commissions** – The City shall utilize ongoing commissions and limited term committees of community members to represent the public in the efforts of the City to maintain and enhance the city's quality of life.

- 2.A.4 Bilingual Programing** – The City shall develop improved community outreach programs to ensure participation by all of the city's residents. This shall include Spanish language noticing, informational brochures, and local radio and television public affairs programming.

- 2.A.5 Staff Assistance** – When requested by community members, the City shall share the expertise of its staff to address community needs.

Policy 2.B Decision Making

The City shall foster a sense of community cohesion in the way diverse opinions are resolved. Decisions shall be made in a spirit of respect, openness, and trust.

Implementation Measures

- 2.B.1 Innovative Community Involvement** – The City shall go out into the community and seek ideas of community members, and assist community members in forming workable solutions to address the community's needs.

- 2.B.2** Conflict Management – The City shall manage conflict in a constructive way by recognizing the diversity of opinions and by including people with a wide range of opinions on resident committees and commissions.

**Planning for People
Goal and Policies**

		Policies	
		2A	2B
Goal	2.1	.	.

Both policies implement the goal as shown above.

Figure 2-3 Relationship Between Watsonville 2005 and State-Mandated Elements

MANDATED ELEMENTS	CHAPTERS IN WATSONVILLE 2005											
	1	2	3	4	5	6	7	8	9	10	11	12
Land Use				✓								
Circulation										✓		
Housing						✓						
Conservation									✓			
Open Space								✓	✓			
Noise												✓
Safety										✓	✓	✓
OPTIONAL SUBJECTS												
Children							✓					
Urban Design					✓							
Scenic Routes					✓							
Archeological Resources									✓			
Recreation and Parks								✓				
Air and Water Quality									✓		✓	
Public Services											✓	

GROWTH AND CONSERVATION STRATEGY

The Watsonville General Plan, adopted in 1969, set a goal for the city to expand as a compact, unified city and maintain a clear definition between rural and urban uses. *Watsonville 2005* continues the commitment to compact development, maintenance of a clear definition between rural and urban uses, and preservation of agriculture. It establishes a clear boundary between urban and rural uses.

In the 1980s, Watsonville became more compact as it continued to infill vacant land and as it increased the allowable density of development. For example, 1,372 multiple unit dwellings (apartments, condominiums, townhouses) were added to the city during the decade without expanding the city's boundary. The number of people per square mile in Watsonville increased from 4,204 in 1980 to 5,253 in 1990. Watsonville was able to accomplish compact development because it permitted building density much higher than permitted in other cities in Santa Cruz County. The City was able to efficiently deliver urban services because development was not permitted to sprawl over the countryside.

The City of Watsonville and the surrounding Pajaro Valley are in a period of growth and diversification. Population growth within the urban limit line is expected to average about 1.8 percent per year between 1992 and 2005. The growth projected for Watsonville is considerably slower than the population growth rate for the State of California during the 1980s - 2.3 percent per year - and the population growth rate of Watsonville during the 1980s - 2.8 percent per year. Projected growth is related to natural increase, in-migration, sustained agricultural activity, and a housing cost advantage relative to other portions of Santa Cruz County. Future diversification of the economic base is related to the increased variety of employment opportunities and businesses making up the city's local economy.

It is vital that the future expansion of the city be anticipated and planned for by managing the natural and built environment wisely. While compact growth is a positive trend relative to the preservation of agricultural land, there are limits to the ability of the city to increase its population density. For example, there is a limited capacity of the street network to absorb more traffic without necessitating major roadway improvements that have prohibitive costs, and there are limits to the availability of land for parks and schools. Another example of the limits to increases in population density is the desire to preserve the community character that distinguishes Watsonville from other areas.

The importance of achieving the General Plan goals within the urban limit line should be underscored. Watsonville should make the most of its opportunity to expand city boundaries to the urban limit line in order to satisfy the needs of its population because approval of unlimited expansion is unlikely.

The basis for the growth and conservation strategy follows:

- Continue to serve the needs of the existing and future population. These needs include:
 - a balance of land uses to satisfy the need for affordable housing, employment, and recreation
 - a supply of jobs in Watsonville that is sufficient to provide a living wage and that reduce the need to commute elsewhere for employment
 - elimination of the housing affordability gap
 - a sound financial foundation for the city.
- All urban development should take place under the City's jurisdiction. The City is best suited to provide urban services.
- Infill development, where feasible, can only meet a portion of the needs of the population.
- Expand the Sphere of Influence. Additional land outside the City limits will be needed to accommodate growth through 2005.

- Continue a compact development pattern in new annexed areas. The density and intensity of development within these new areas will equal or exceed that within the existing city. In that way, negative impacts on the environment and agricultural lands can be minimized while the housing, job, service, and recreation needs of the current and future population are accommodated.
- Link urban development within the expansion areas to the City's Capital Improvement Program and Public Services Budget to ensure that new development is economically feasible. New development shall "pay its own way." Development shall follow a logical outward sequence.
- Encourage the continuation of agriculture in the Pajaro Valley by providing for dense, compact, orderly development that minimizes impact on agricultural lands, while providing affordable housing and living wage employment for agricultural worker families and suitable areas for agricultural support businesses.
- Establish an urban limit line to provide clear separation between urban and agricultural uses.
- Intensify existing areas which are rezoned for a higher density to the maximum extent feasible.

PLANNING BOUNDARIES

Several boundary lines and a buffer area define the framework for separating urban and rural land uses. The first is the Watsonville Planning Area boundary line, which defines the outermost boundary for planning and encompasses land intended to remain in rural use as well as land intended for urban use. The second is the urban limit line which lies within the Planning Area boundary, and defines the area intended for urban use. The third boundary is the Sphere of Influence boundary, which delineates land eligible for annexation to the City of Watsonville. Land within the Sphere of Influence is intended for urban use.

The buffer area is a band of open space which separates urban land uses within the urban limit line from rural land uses beyond the urban limit line. The buffer area, called the greenbelt, is intended to: ensure compatibility of urban and rural uses, protect natural resources, define urban form, provide for recreation, and enhance the beauty of the city.

The City has three goals and six policies for maintaining its compact pattern of development and separation of urban from rural uses (listed at the end of the chapter).



Photo: Courtesy of the Register-Pajaronian

Farmworkers at harvest.

WATSONVILLE PLANNING AREA

The Watsonville Planning Area boundary, shown in Figure 3-1, encompasses land related to Watsonville's historical character and agricultural economy. Watsonville has served as the hub of agricultural support industries for the Pajaro Valley and plans to continue this role. The City of Watsonville is the center of commercial activity and provider of urban services not only for residents of the city, but also for the roughly 20,600 people outside of the city who live in the unincorporated part of the Planning Area. These people use Watsonville's roads, urban services, and commercial and industrial facilities. Watsonville and the surrounding area have become culturally linked over the years and will continue to be culturally linked as the city evolves into a center for its majority Hispanic population.

The City of Watsonville recognizes that the agricultural lands surrounding its urban limit line are important because these lands are the agricultural setting from which the city derives its identity and a vital part of its local economy. The lands of the Pajaro Valley which surround Watsonville define the city as a distinct place, separated from other urban areas by ample open space. The City is committed to the preservation of agriculture in the Pajaro Valley and thus supports the County's policies to promote agriculture on land beyond the city's urban limit line and outside of the city's special study area.

Part of the Planning Area is intended to remain rural and part is intended for urbanization. Land within the City limits is under City jurisdiction, while land outside of the City limits is under County jurisdiction. The boundary of the Planning Area was selected to encourage the County to consult the City relative to land use decisions being made in areas near the City's jurisdiction. The City supports the preservation of agricultural lands outside of city's special study areas, on land between the urban limit line and the Planning Area boundary, and beyond. Decisions about a variety of uses in this area (e.g. the County Landfill, the County Fairgrounds, Pinto lake, Kelly Lake, Drew lake, etc.) could have an impact on the city in the future. In addition, the County has already allowed urbanization beyond the city that impacts the city's planning. The City does not in any way support the expansion of these urban pockets.

The City desires to have the ability to comment on all proposed land use decisions affecting the Planning Area, including those uses mentioned previously.

The Watsonville Planning Area consists of all of the existing city area (3,789 acres), the 1990 Sphere of Influence area (1,000 acres), the unincorporated community of Pajaro in Monterey County (1,000 acres), and a rural portion of the Pajaro Valley (12,570 acres) which surrounds the city. The total land and water in the Planning Area is 18,359 acres or 28.7 square miles.

Approximately 60 percent of the people in the Planning Area lived in the City of Watsonville in 1990. Of the 51,681 people residing in the Planning Area, 31,099 people live in Watsonville and 20,582 live outside the city in the balance of the Planning Area. The 1990 population residing outside of the city in the balance of the Planning Area can be further divided between those residing in the City's Sphere of Influence (8,759) and those outside of the Sphere of Influence (11,823).

The goals and policies of *Watsonville 2005* anticipate future city growth and annexation, and address many environmental and public service issues that extend beyond the existing City limits, and in the case of Pajaro, across the County boundary. Urbanization of land in the Planning Area should only occur through annexation to the City of Watsonville. Absent such annexation, Santa Cruz County and Monterey County should avoid urban or rural residential development (i.e. ranchettes). Such development removes land from agricultural use and also removes the potential of urban development from land. This type of development is an extremely inefficient use of land because it can not support the extension of urban services with its low density of development, and because it consumes agricultural land with its small lot size of one acre, which is well below the threshold for viable agricultural use. It consumes a great deal of land with little benefit in terms of housing, jobs, and parks. Rural residential development defeats both preservation of agriculture and urban development and thus should be discouraged in the Planning Area.

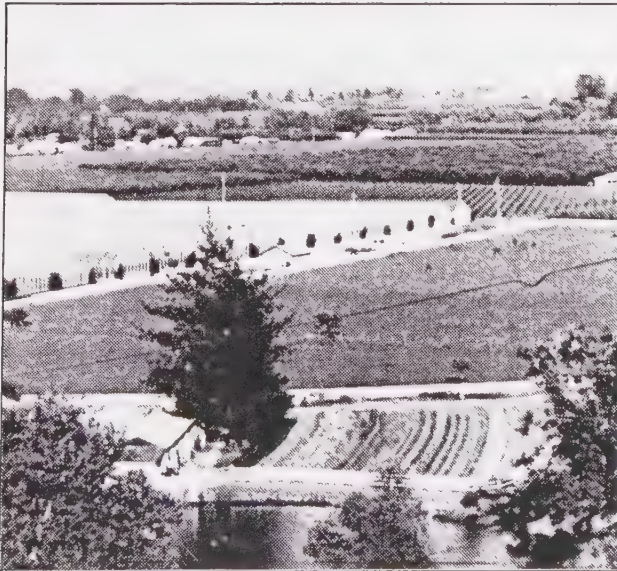
A description of the boundary and the character of the Watsonville Planning Area can be found in

Appendix A, which is hereby incorporated by reference as an adopted part of *Watsonville 2005*.

URBAN LIMIT LINE AND GREENBELT

Watsonville 2005 establishes an urban limit line to contain urban development and discourage urban sprawl. The urban limit line encloses both the city and an urban expansion area within which development will occur. The purpose of the urban limit line is to provide a boundary that identifies the outermost limit for urban development. The line is intended to help define the city and preserve agricultural land by not permitting urban development to encroach on agricultural land.

The urban limit line generally follows parcel lines. On some large parcels, the urban limit line travels through a parcel, following natural features or connecting parcel lines on adjacent parcels to form a logical boundary. Long-term commitment to the parcel-specific boundary coupled with strong County policy for preservation of agriculture and open space beyond the urban limit line adds certainty to the boundary and reduces pressures for development beyond the urban limit line.



Conservation of the prime agricultural land that surrounds the city's urban limit line is of primary concern when planning future growth in Watsonville.

Where feasible, the urban limit line will be complemented by a greenbelt which is a band of land separating urban uses from those beyond the urban limit line. This greenbelt lies within the urban limit line and is schematically depicted on the Land Use Diagram. The exact width, location, and configuration is dependent upon the purpose(s) which it serves and the physical characteristics of the land. The greenbelt is a component of the city's open space system which may be used in the following ways:

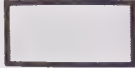
- buffer farmland from urban land and vice versa
- protect natural resources, such as the groundwater recharge area along the Corralitos Creek
- serve as a recreation area
- serve as a corridor for the movement of wildlife
- serve as an area for community gardens, urban forests, agriculture which is compatible with adjacent urban development, drainage channels, overflow areas for flood control, and groundwater recharge ponds
- define urban form
- promote urban beautification
- buffer airport operations
- utilize land which is unsuitable for urban development due to the presence of a hazard (such as a floodway) or constraint to development (such as steep slopes or landslides).

The greenbelt prevents urban development from extending unchecked into surrounding open space, since private development cannot take place within the greenbelt. Its perimeter adjoins the urban limit line and runs adjacent to the urban limit line along parts of its length. Land owned by the California Department of Fish and Game, west of Highway 1, is an example of the greenbelt within the urban limit line.


A key feature of the greenbelt is that density can be transferred from that portion of a property designated as greenbelt to the residentially-designated or industrially-designated portion of the same property. Where the city's borders expand following adoption of this Plan, it is intended that this greenbelt be established as a more-or-less continuous chain of open space along the outer boundary of areas of expansion. Recognizing that it is difficult to retrofit a



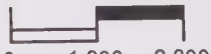

KEY



City of Watsonville, Incorporated Area as of 1994




Watsonville Planning Area Boundary



Scale in Feet

CITY OF WATSONVILLE



PLANNING DEPARTMENT

City and Planning Area Boundaries

Source: City of Watsonville Planning Department

This graphic is not intended to be used for site-specific decision making. Consult the City or County for detailed information.

Figure 3-1

greenbelt in previously developed areas at the edge of a city, there may be no greenbelt along portions of the urban limit line. At the time of development of partially developed areas within the city, or at the time of redevelopment, setbacks from creeks or the Pajaro River may fulfill some of the purposes of the greenbelt and therefore be designated as greenbelt. The urban limit line and land use designations for lands within the urban expansion area are shown on the General Plan Land Use Diagram.

SPHERE OF INFLUENCE

A Sphere of Influence (SOI) defines land eligible for annexation to a city. Annexation occurs with the consent of the City and the Local Agency Formation Commission (LAFCO). Since 1983, when the Sphere of Influence was established, virtually all of the city's growth was accommodated within existing city boundaries by building on vacant land and replacing single-family houses with apartments and condominiums. Watsonville has not extended its SOI since it was established in 1983. In 1992, it is clear that the city is running out of land sufficient to meet the needs of its future population and therefore will apply to LAFCO for an amendment to its SOI so the new Sphere boundary will coincide with the city's urban limit line.

THE PHASING OF GROWTH

Within the urban limit line, development will proceed in a compact, logical manner. Prior to development of large areas annexed to the city, after June 1994; specific plans shall be adopted consistent with implementation measures 4.A.5, 4.A.6, and 4.D.8. These plans shall include mechanisms for the phasing of development and provision of public services.

GOALS FOR GROWTH AND CONSERVATION

The following goals, policies, and implementation measures are intended to provide a framework for the management of growth within the existing city and the urban limit line. Guidelines are also set out

for the area within the Planning Area boundary beyond the city. The guidelines are intended to act as a framework for the City's comment to the County on various proposals.

Goal 3.1 Orderly Growth

Provide for orderly urban development that respects existing community character and provides for a clear separation between urban and agricultural land uses.

Goal 3.2 Containment of Urban Development

Discourage urban sprawl by maintaining a well-defined boundary to contain urban development.

Goal 3.3 Agricultural Land Use

Foster the continuation of agriculture in the Pajaro Valley.

POLICIES AND IMPLEMENTATION MEASURES

Policy 3.A City-Centered Development

Urban development in the Watsonville Planning Area should take place under the City's jurisdiction.

Implementation Measures

- 3.A.1 Governmental Cooperation** – The City shall work with Santa Cruz and Monterey Counties to establish mutually reinforcing goals of city-centered development to prevent the intrusion of rural residential uses and urban development into agricultural lands which are historically important to Watsonville's local economy and character.

Since annexation of Pajaro to Watsonville is not currently allowed under state law, development of those lands should be limited to infill by Monterey County. Urban expansion into lands adjacent to the boundary of Pajaro should not be permitted.

- 3.A.2 Governmental Regulation – The City shall strongly support regulatory measures to require city-centered development and to maintain the city’s distinct character, which includes the agricultural land surrounding the city’s urban limit line in the Watsonville Planning Area.
- 3.A.3 Utility Extension and Annexation – The City shall fully utilize its powers of utility extension and annexation to support its policies of city-centered development and maintaining agriculture and open space surrounding the urban limit line.
- 3.A.4 Urban Services – The City shall set priorities for providing urban services. New development in the city shall receive highest priority.
- 3.A.5 Adequate Supply of Land For Urban Needs – The City shall seek an expansion of its Sphere of Influence to coincide with the city’s designated urban limit line.

Policy 3.B Annexation

The City shall pursue annexation of undeveloped and underdeveloped land between the City limit boundary and the urban limit line.

Implementation Measures

- 3.B.1 Sphere Adjustment – The City shall petition Local Agency Formation Commission (LAFCO) to amend the Sphere of Influence to coincide with the urban limit line. It is intended that the area shown on Figure 4-7 be added to the Sphere of Influence.
- 3.B.2 Phasing of Development – Where large parcels of land are annexed at the same time in order to provide coordinated and comprehensive planning for infrastructure improvement, actual development shall proceed according to the phasing schedule in the specific plan for the area.
- 3.B.3 Specific Plan Approval – The following areas, shown in Figure 4-11, shall require a specific plan approval prior to, or concurrent

with, subdivision or other development approvals. Areas include:

- Northwest (Buena Vista/Calabasas), as modified by Implementation Measure 4.A.5
- Atkinson Lane
- Riverside

- 3.B.4 Unbuildable Land – Annexation of lands unsuitable for urban development (e.g., excessive slope) shall not be permitted unless the lands are used as greenbelt and/or designated environmental management.
- 3.B.5 Annexation of Land in an Adjacent County – The City shall urge the state legislature to adopt legislation permitting cities to annex unincorporated, urbanized land contiguous with a city, but in a different county.

Policy 3.C Urban Limit Line

The City shall establish an urban limit line to contain urban development.

Implementing Measures

- 3.C.1 Urban Limit Line Location – To the extent possible, the urban limit line shall follow parcel boundaries. However, the urban limit line may follow physical features such as slope, floodplain, wetlands, groundwater recharge areas and creeks and other boundaries that better serve the purposes of the urban limit line.

The location of the urban limit line has been based on practical considerations such as: the size of parcels, location of lot lines, existing development at urban densities, environmentally sensitive areas; and other natural features such as the Corralitos Creek, Sal-sipuedes Creek, Pajaro River, sloughs, and topography.

- 3.C.2 County Cooperation – The City shall participate in the revision of the Santa Cruz and Monterey County General Plans and other planning efforts in the Watsonville Planning Area. The City shall encourage both Coun-

ties to actively promote agricultural and open space land uses on lands beyond the urban limit line, and to strictly prohibit further residential sprawl on lands beyond the urban limit line within the Watsonville Planning Area.

Policy 3.D Establishment of a Greenbelt

The City shall establish a greenbelt to serve one or more of the following purposes:

- a. Promote compatibility between urban and agricultural land uses by separating those uses with open space;
- b. Protect natural resources – groundwater recharge areas, riparian areas, rivers, creeks, sloughs, visual access to open space beyond the urban limit line, and wildlife habitat;
- c. Acquire land for active and passive recreation;
- d. Define urban form;
- e. Promote city beautification;
- f. Utilize land which is unsuitable for urban development due to the presence of a hazard (such as a floodway) or constraint to development (such as steep slopes or landslides) to act as the greenbelt, where appropriate;
- g. Buffer airport operations.

Implementation Measures

- 3.D.1 Establishment – Use all feasible measures to establish and protect the greenbelt.
- 3.D.2 Required Dedication – The City shall require new development to dedicate open space land for the greenbelt as a condition of development within City limits.
- 3.D.3 Density Transfer – The greenbelt shall be an overlay for residentially and industrially designated properties in order to permit property owners to have the opportunity to transfer development potential of land designated as greenbelt to another portion of the same site.

In implementing the density transfer policy, the City intends that the density or intensity

resulting from the transfer will not exceed that of the land use designation applicable to the total property. The transferable density for any given site may be less than the maximum if the City determines that the land is incapable of accommodating the maximum density for reasons such as, but not limited to, slope, geologic hazard, floodplain, other environmental factors, or transportation impacts.

- 3.D.4 Greenbelt Extension – The City shall continue to extend the greenbelt, as the opportunity presents itself.

- 3.D.5 Greenbelt Purchase – The City shall consider establishing a fund to acquire land for portions of the greenbelt that cannot be (1) established through dedication, (2) protected with a conservation, scenic, or agriculture easement, or (3) otherwise acquired by the City.

It is intended that the greenbelt can be, for the most part, established through land dedication in conjunction with annexations and the land development process. Therefore, the need for purchase of land for the greenbelt will be minimized.

- 3.D.6 Cooperation with County – The City shall work with Santa Cruz County and Monterey County to ensure that buffers between agricultural uses and urban development are established.

Policy 3.E Design of Greenbelt

The greenbelt should be designed to fulfill the purposes for which it is established, such as adequately buffering agricultural lands from urban use, serving as corridors for the movement of wildlife, and other purposes described in Policy 3.D.

Implementation Measures

- 3.E.1 Width – The width of the greenbelt shall be adequate to serve the purpose(s) for which it was established. Accordingly, the width,

size, configuration, and allowable activities of the greenbelt may vary in order to serve the purposes that a particular part of the greenbelt was established to serve.

For example, if buffering urban land from agricultural land is the objective, the width of the buffer should satisfy the standard of providing for compatibility between the urban and agricultural uses. If the purpose is to serve as a corridor for the movement of wildlife, the type of wildlife and necessary travel corridor should be identified in order to designate an adequate width. If ground-water protection is the purpose, the City's water manager, in consultation with the Pajaro Valley Water Management District, should identify the location and size of area to be protected.

- 3.E.2 Alternative Transportation Corridor – The public areas maintained in open space at the periphery of the urban limit line may be identified for future development of bicycle and pedestrian paths where appropriate.
- 3.E.3 Visual Access – For properties adjoining the urban limit line, including those adjoining the greenbelt, it is the intent of the City that projects shall be clustered and designed to ensure visual access to the vistas beyond the urban limit line.

Policy 3.F Agricultural Land Conservation

The City shall plan for the preservation and enhancement of important agricultural soils by encouraging the County and LAFCO to prohibit continued urbanization of lands beyond the urban limit line and by encouraging the retention of land beyond the urban limit line for long term agricultural purposes.

Implementation Measures

- 3.F.1 Urban Limit Line – In order to preserve agricultural uses outside the urbanized area, the City shall not support annexation or increased urbanization by the City or the County outside the urban limit line, except for consideration of the special study area, as

identified on the *Watsonville 2005 Land Use Diagram*.

- 3.F.2 Retention of Agriculture – The City shall encourage retention of agricultural use on those lands beyond the urban limit line by restricting the extension of urban services to those areas.
- 3.F.3 Williamson Act – The City shall encourage landowners outside the urban limit line to maintain agricultural production through the use of Williamson Act contracts.
- 3.F.4 Agricultural Support – The City shall encourage the retention of the following: agricultural support industries in Watsonville, suitable housing for agricultural labor, the management of water resources, and the provision of transportation infrastructure to support the agricultural base of the Pajaro Valley.

The goals and policies for growth and conservation in the Planning Area are expressed below in the form of a matrix. This matrix connects the broad community goals with the more specific policies for implementation.

**Growth and Conservation
Goals and Policies**

		Policies					
		3A	3B	3C	3D	3E	3F
Goals	3.1
	3.2
	3.3			.	.		.

4

LAND USE AND COMMUNITY DEVELOPMENT

INTRODUCTION AND BACKGROUND

The Land Use and Community Development chapter is the backbone of the General Plan – it sets forth the city’s intentions for development, redevelopment, conservation, and growth. It includes the land use classification system, the Land Use Diagram, goals, policies, and implementation measures. The land use classification system identifies the land use categories and standards of population density and building intensity. The Land Use Diagram designates the proposed location and pattern of land use.

The focus of this chapter is on the use of land within the existing City limits and the urban limit line. Land use and population issues affecting the urban and rural portions of the remainder of the Watsonville Planning Area are also addressed from the standpoint of cooperating with, and advising the County on land use under the County’s jurisdiction.

The Land Use chapter covers overall land use goals, policies, and implementation measures which pertain broadly to the city. Included are policies on land use regulation and suitability; general residential, commercial and industrial land; public and quasi-public land; employment opportunities; and specific plan areas. Policies included in other chapters of *Watsonville 2005* are integrally related to the policies set forth in this chapter.

Land use designations are shown on the Land Use Diagram, which is hereby incorporated by reference and can be found in the map pocket at the back of this document. The Land Use Diagram depicts the planned location, density, and intensity of residential, commercial, industrial, public, agricultural, and environmental resource land uses. The most appropriate mix of land uses for developable land takes into account both the needs of the residents of the city and the land’s physical characteristics including environmental constraints. This approach minimizes adverse environmental impacts and the cost to the

public of providing services and facilities, while still addressing the social and economic objectives of the city.

COMMUNITY CONCERNS

The residents of Watsonville have placed high value on quality of life issues such as:

- the preservation of existing neighborhood character and community value
- the provision of suitable housing for all residents
- preservation of the agricultural economy that currently supports the city
- the diversification of the economic base to provide employment for all Watsonville residents
- adequate public infrastructure
- the conservation of natural resources and open space including rivers, creeks, sloughs, lakes, hill-sides and stands of vegetation.

Questions raised by the residents as they attempt to align community concerns with land use issues are:

1. Can the City provide for a reasonable amount of growth, protect the agricultural economy, and avoid environmental and public safety hazards?
2. Can new growth be provided with efficient and effective urban support services?
3. Can the central business district be maintained and improved as a regional commercial center for the Pajaro Valley?
4. Can urban development avoid conflicts with agricultural land uses?
5. Can adequate housing be provided for natural growth and local economic development without the city becoming a “bedroom community” for adjacent areas?
6. Can the local economy be diversified and still retain the food processing economic base?
7. Can the community provide sufficient neighborhood parks to serve new and existing residential development?

8. Can new development be accommodated without creating severe traffic congestion problems?
9. Can the City achieve a balance between local economic development and the fiscal demands created by population increase and new residential development?

AGRICULTURE AND URBAN DEVELOPMENT

The land suited for agriculture is often also the land suited for urban development. The resulting conflict can only be resolved with a balanced land use approach. *Watsonville 2005* recognizes the need for such a balance and attempts to accomplish that as sensitively as possible. The Plan also recognizes the interplay of various elements to support agriculture. The preservation of agricultural land alone will not ensure preservation of the agricultural economy. Adequate housing and social support for agricultural labor, facilities for support industries, availability of agricultural water, and transportation infrastructure are also important factors in preserving agriculture.

To preserve agriculture in the Pajaro Valley, the City encourages the County to support city-centered development in the Pajaro Valley. More specifically, the City encourages the County to impose limitations on the amount of urbanization permitted within the Watsonville Planning Area (outside of the city's urban limit line) by limiting the annual population growth rate in the Planning Area to a range of 0.0 to 1.0 percent.

EXISTING LAND USE IN THE PLANNING AREA

The 18,359-acre Planning Area considered in *Watsonville 2005* consists of the City of Watsonville, the urbanized areas of Freedom and Pajaro, scattered residential pockets such as Interlaken (Kelly and Drew Lakes) and Pinto Lake (Mesa Village), commercial agricultural lands, and open space.

The predominant land use within the Watsonville Planning Area is agriculture, accounting for about

12,500 acres (69 percent of the total Planning Area). Agricultural uses consist of row crops, orchards, greenhouses and animal husbandry. The large commercial agricultural tracts extend from Freedom Boulevard and Holohan Road northward beyond Pinto and College Lakes to the Pioneers Road/Cassery Road/Carlton Road boundary, and from Highway 1 southward to San Andreas Road. Urban pockets of residential subdivisions and ranchettes have been permitted to develop under County jurisdiction along Green Valley Road, Amesti Road, Lakeview Road and College Road between Kelly and Drew Lakes.

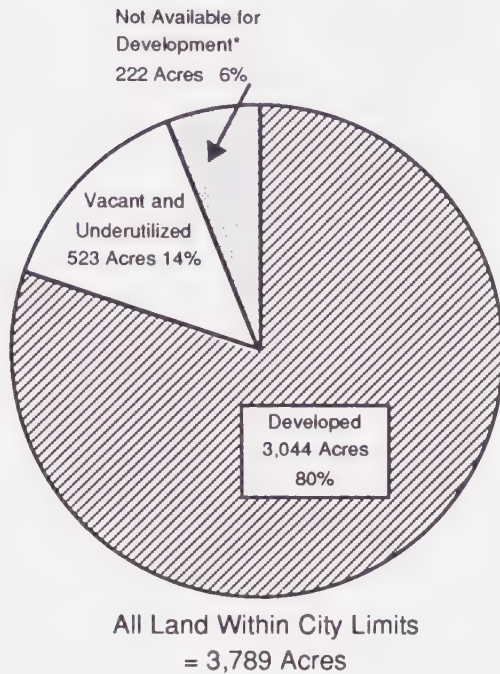
CITY OF WATSONVILLE

The population of Watsonville in the 1990 Census was 31,099 compared with a population of 23,543 in 1980. This represents a 2.8 percent average annual population growth rate for the city between 1980 and 1990. The City and several organizations anticipate that the 1990 Census has under-counted the population by 1,000 to 2,500 people. *Watsonville 2005* uses official 1990 Census figures as noted throughout.

There were 9,909 housing units within the city in 1990 compared with 8,651 in 1980, representing a 1.4 percent average annual housing unit growth rate during the decade. The majority of the housing units are located in residentially zoned areas with a few units located on industrial and commercial land in the older areas of the city.

The City of Watsonville occupied 3,789 acres as of April 1990 (1990 Census), comprising 21 percent of the Planning Area. Figure 4-1 shows the relationship between developed land, undeveloped land, and land unavailable for development in Watsonville in 1991. Figure 4-2 shows the utilization of land in Watsonville by land use category. The composition of vacant and underutilized land within the City limits, by land use designation, is illustrated in Figure 4-3, and a diagram showing the distribution of all vacant and underutilized land is shown in Figure 4-4. As of August 1991, there remained 253 acres of vacant or underutilized residentially designated land in the city which could accommodate approximately 1,481 total dwelling units if developed at maximum probable densities. In addition, there were 61 acres of

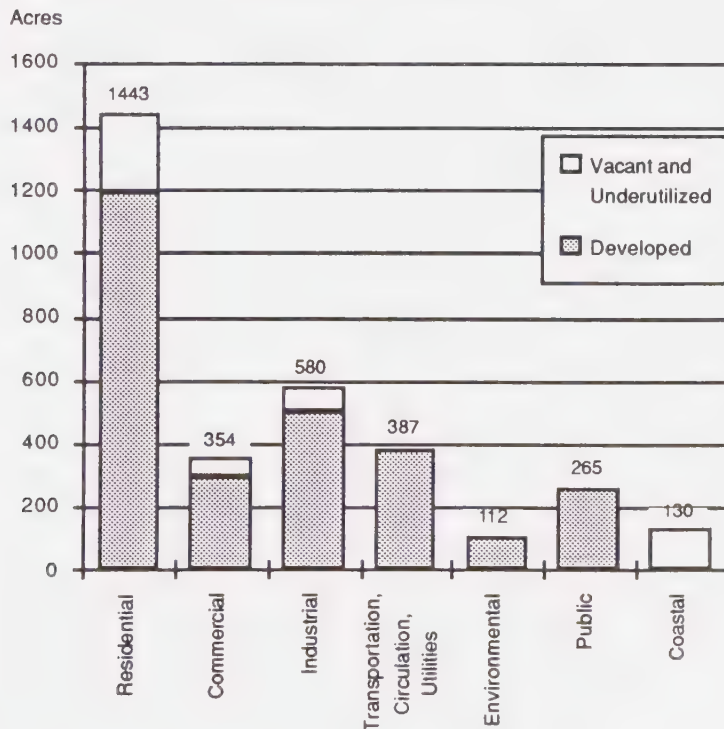
Figure 4-1 Utilization of Land within Watsonville City Limits: 1991



* Land not available for development includes the City's environmental land and the City's public land that is designated PL for public land, such as parks and schools. In this figure, the vacant and underutilized acreage includes the 130 acres of Watsonville's Coastal Zone because it has some development potential, although constrained by coastal zone limitations.

Source: City of Watsonville Zoning Code Statistics, August 1991

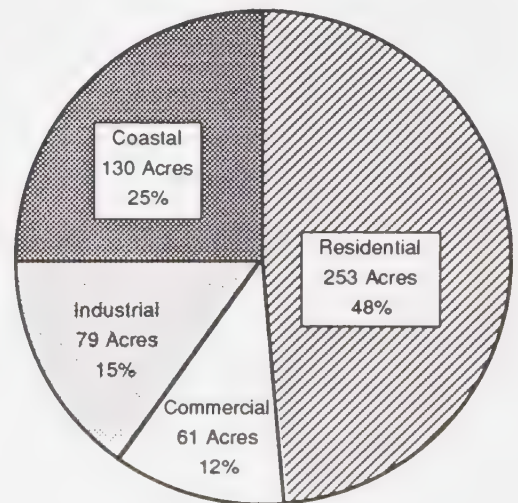
Figure 4-2 Existing Land Use: 1991



Source: Zoning Code Statistics, City of Watsonville Geofile, May 1992

Note: Acreages in each category are approximate and generally do not include street or utility rights-of-way. Therefore, acreages will not equal total land in the city.

Figure 4-3 Vacant and Underutilized Land within the Watsonville City Limits: 1991



Source: City of Watsonville Zoning Code Statistics, August 1991

vacant or underutilized commercial land, 79 acres of vacant or underutilized industrial land and 130 acres of vacant or underutilized coastal zone land.

FREEDOM AREA

The Freedom area is located immediately adjacent to the Watsonville Airport and consists of 1,037 acres with a population of 8,361 residing in 2,374 housing units, according to the 1990 Census. It is an urbanized, unincorporated community with public services such as schools, a fire station, a post office, and a sanitation district. Freedom Boulevard, a "commercial strip," bisects the community. Future development in Freedom will be planned to be consistent with land use policies associated with the neighboring Watsonville Airport. Freedom has immediate contiguity with Watsonville and is within the Watsonville Sphere of Influence. As a result, Freedom is eligible for annexation to Watsonville at a future date in accordance with state annexation requirements.

South of Freedom Boulevard and west of the airport, the development potential is constrained to some extent by the rolling topography. Agricultural uses are found along both sides of Freedom Boulevard north of the airport. Urban services exist in the area. Recent analysis of this area by Santa Cruz County indicates deteriorating and blighted housing stock and inadequate or deteriorated infrastructure (Preliminary Report for the Pajaro Valley Redevelopment Project Area, June 1991).

PINTO LAKE

The Pinto Lake area, also known as Mesa Village, is comprised of approximately 345 acres located north of Watsonville, east of, and adjacent to, Pinto Lake, and covers lands on both sides of Green Valley Road. It is an unincorporated pocket of residential development separated from the city by prime agricultural lands. The 1990 Census identified approximately 885 housing units in this area with a resident population of 3,484. Pinto Lake is an area of leapfrog development that is not in the city's Sphere of Influence and is not proposed to be included in the city's Sphere. Considerable portions of Pinto Lake are built on prime agricultural lands and prime agricultural lands surround (and are immediately adjacent to)

much of the existing development. The Zayante Fault and associated Alquist-Priolo Zone crosses through a portion of Pinto Lake.

INTERLAKEN AREA (KELLY AND DREW LAKES)

The Interlaken area is located north of the eastern part of Watsonville, generally across the Salsipuedes Creek. It is an unincorporated area separated from the city by farmland and the creek. In 1990, 1,035 people resided in 316 dwelling units, which are primarily moderate and market-rate housing. Commercial uses exist where College and Holohan Roads intersect East Lake Ave. Interlaken is an area of leapfrog development that is within the city's Sphere of Influence and is eligible for annexation to Watsonville at a future date in accordance with state annexation requirements. The Zayante Fault system crosses through a portion of Kelly and Drew Lakes.

PAJARO AREA

Pajaro, located in Monterey County, is an unincorporated industrial community of approximately 672 acres where 3,332 people live in 746 housing units, according to the 1990 Census. The area serves as a major transportation center for Watsonville food products. It is socially and economically tied to the City of Watsonville, separated only by the Pajaro River. State legislation currently prohibits Watsonville from including this area in its Sphere of Influence and from future annexation, as long as it is in Monterey County.

POPULATION PROJECTIONS

The City Council directed that the draft *Watsonville 2005* be prepared to provide for a future population for the city and Sphere of Influence of 51,600 by 2005. (This number increased from 50,500 due to the retention of Interlaken within the city's Sphere of Influence.) This represents an average annual growth of 1.8 percent per year between 1990 and 2005. A growth rate of 1.8 percent is less than the 2.8 percent growth rate the city experienced over the

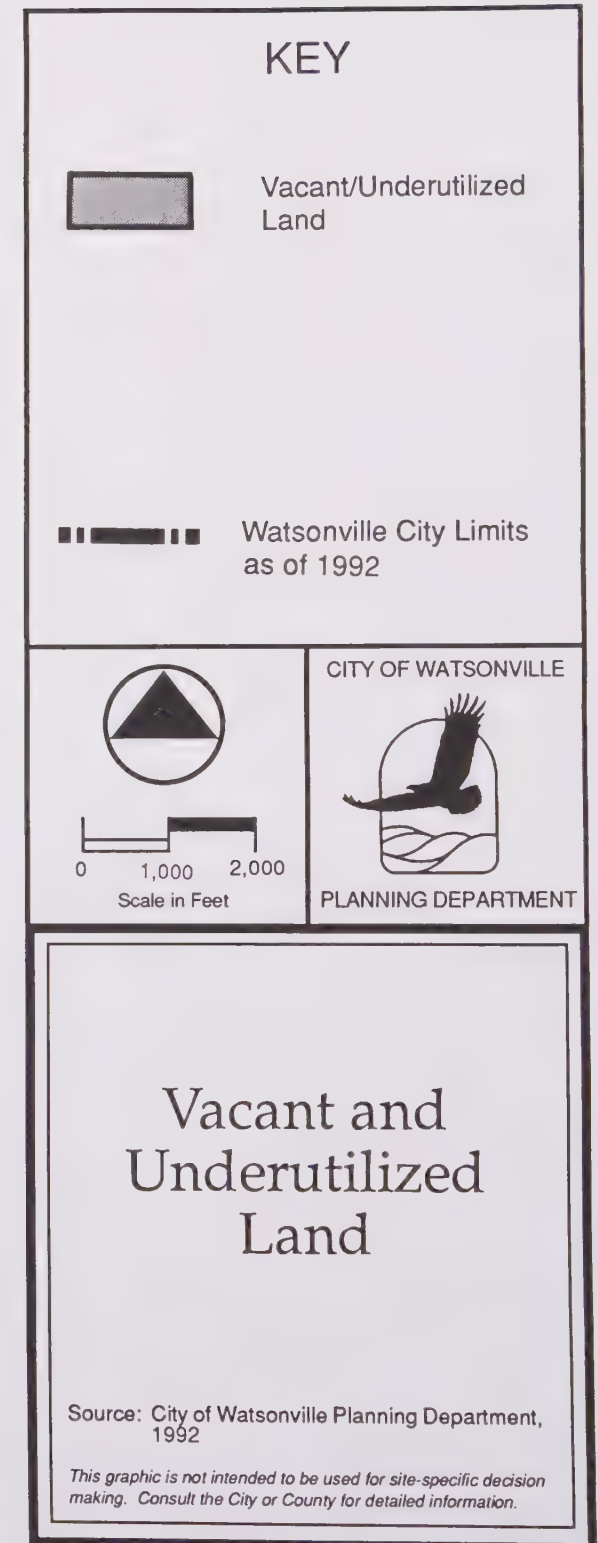


Figure 4-4

percent growth rate the city experienced over the decade 1980-1990. If the 2.8 percent growth rate were to continue into the future, the resulting land area needed for housing and jobs exceeds what is considered feasible when attempting to balance agricultural, environmental, infrastructure, social, and fiscal constraints. Alternative growth rates of 1.4 percent and 1.0 percent were also evaluated. These would necessitate the adoption of severe growth management measures that could limit the City's ability to serve its present population and possibly exacerbate overcrowding of housing and other facilities.

The planned population and attendant land need strikes a balance among the goals of providing for the city's expected future population, including suitable housing, living-wage employment, adequate recreation and open space, preservation of the agricultural base of the Pajaro Valley, and protection of critical environmental resources.

A 1.8 percent growth rate represents the lowest possible growth rate capable of addressing the needs of all of Watsonville's residents based on the following:

1. **Demographic trends.** The city has grown at 2.8 percent over the past decade despite a housing growth rate of 1.4 percent. The assumptions in the growth scenario will make it the most dense city in the County with a population that will remain the youngest in the County. A growth rate of less than 1.8 percent would not adequately recognize recent demographic trends and could unrealistically restrict the City's flexibility to respond to the human needs resulting from recent demographic trends. An unrealistically low growth rate assumption puts the City at risk of underplanning for its population.
2. **Flexibility.** The 1.8% growth rate allows for lower growth, if appropriate. Not all of the parcels within the proposed Sphere of Influence may ever be developed. Adopting a Sphere line does not require annexation per se. Rather it establishes the range of choices available to the city over time.
3. **Physical Capacity.** The growth scenario calls for the absorption of 2,100 new units within the existing City limits and/or the adjacent developed urban area. In evaluating the ability of the existing city to absorb additional units, a variety of community concerns must be considered: the character of the community, the ability of various densities to meet the needs of large families and young children, the economics of mid- and high-rise construction, transportation network capacity, and the physical and environmental land capability. A growth rate of 1.8 percent was determined to best balance all of these considerations.
4. **Public land needs.** There are a significant number of large public uses which are competing for land both within the City limits as well as adjacent to it. These include the new hospital site, high school and elementary schools, and a Cabrillo College branch center. Most of these uses, if they occurred within the existing City limits or the proposed Sphere, may partially displace residential units or jobs, resulting in a need for them to be compensated for elsewhere.
5. **Household size.** The demographics of the community are such that it is likely that Watsonville will continue to have a large household size. The assumption proposed in this General Plan is that the household size will drop from 3.2 to 3.0 as a result of allowing for some relief from overcrowding. (Refer to the technical report, *Land Projections: Watsonville 2005*, for explanation.) The goal of alleviating overcrowding is only achievable with a growth assumption that allows for an adequate supply of land.
6. **Social needs.** The city has the highest concentration of ethnic minorities, lower-income households, and youth in the county. There is significant demand for additional parkland in the city. Sufficient land for housing, parks and other needs must be made available to provide an acceptable quality of life for city residents and to address pressing social needs. Without sufficient land for expansion, housing at even higher densities would need to be built, which could exacerbate existing urban problems.

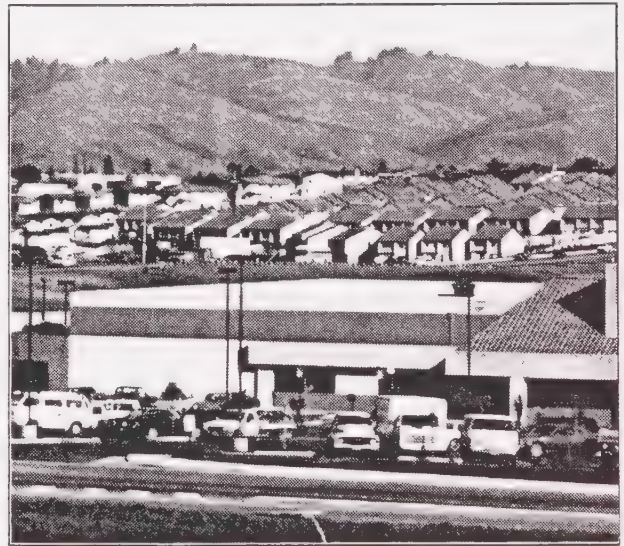
PROJECTED LAND SUPPLY

The City Council considered how the land needed to provide for the housing, employment, and recreational needs of the projected population might be distributed. After examining alternative geographic distributions, and after review of density patterns, environmental constraints, and potential impacts on agricultural lands, a scenario which accommodates 5,300 new housing units, 7,500 new jobs, and 186 acres of new parks was selected. The distributions of new housing units and jobs required to meet the needs of the population are shown in Figures 4-5 and 4-6. The land areas required for the housing and jobs are proposed to be included within an amended Watsonville Sphere of Influence which will be pursued by the City following adoption of *Watsonville 2005*. Figure 4-7 depicts sites under consideration for amendment to the Sphere of Influence.

Figure 4-8 represents the estimated number of acres of land beyond the existing City limits required to accommodate the population anticipated in this Plan. The number of housing units per acre (density) is shown and the mix of densities on land to be annexed is shown. The vacant land within the city has been subtracted from the total acreage needed to accommodate jobs and housing to show the acreage outside of the 1991 City limits required to meet the city's needs. The acreage needed beyond the Sphere of Influence is also presented (Figure 4-8, column 8). (This assumes growth in Interlaken is accommodated in the County's General Plan and not the City's General Plan.) Figure 4-9 summarizes the acreage needed outside of the 1991 City limits.

To convert residential units to population, 3.0 persons per household are assumed. In 1990, there were 3.2 persons per household due to the presence of large families with many children and to "doubling up" of households because of economic necessity. The assumption of 3.0 persons per household allows for sufficient land to correct the severe overcrowding that exists in the city. To convert commercial and industrial intensities to numbers of jobs, the following standard conversions are applied: Retail/Service (non-office), 15 jobs/acre; Public/Office, 30 jobs per acre; and Industrial, 25 jobs per acre. The total num-


ber of laborers was determined by assuming 1.6 laborers per occupied household. Both the State of California Economic Development Division and the 1990 Census indicate 1.6 laborers per household. A five percent unemployment factor was included. Additional explanation of the growth projection methodology can be found in the technical paper, *Land Projections: Watsonville 2005*.



The location of industry (foreground), housing (middle-ground), and open space (background) are planned by careful analysis of the opportunities and constraints of the land.



KEY

 Watsonville City Limits as of 1992



0 1,900 3,800
 Scale in Feet

CITY OF WATSONVILLE



PLANNING DEPARTMENT

Distribution of New Housing

- Notes: (1) There are 2,100 units in the City and Freedom and 3,200 units outside the City and Freedom.
- (2) With the annexation of the lands of Franich in 1994, the distribution of new housing units changes. To calculate the redistribution, add 475 units to the City and Freedom, and subtract 475 units from the category, outside of City and Freedom.
- (3) Approximately 1,800 units will be allocated pending completion of the Supplemental E.I.R. regarding the special study area west of Lee Road.

Alexander & Associates

This graphic is not intended to be used for site-specific decision making. Consult the City or County for detailed information.

Figure 4-5

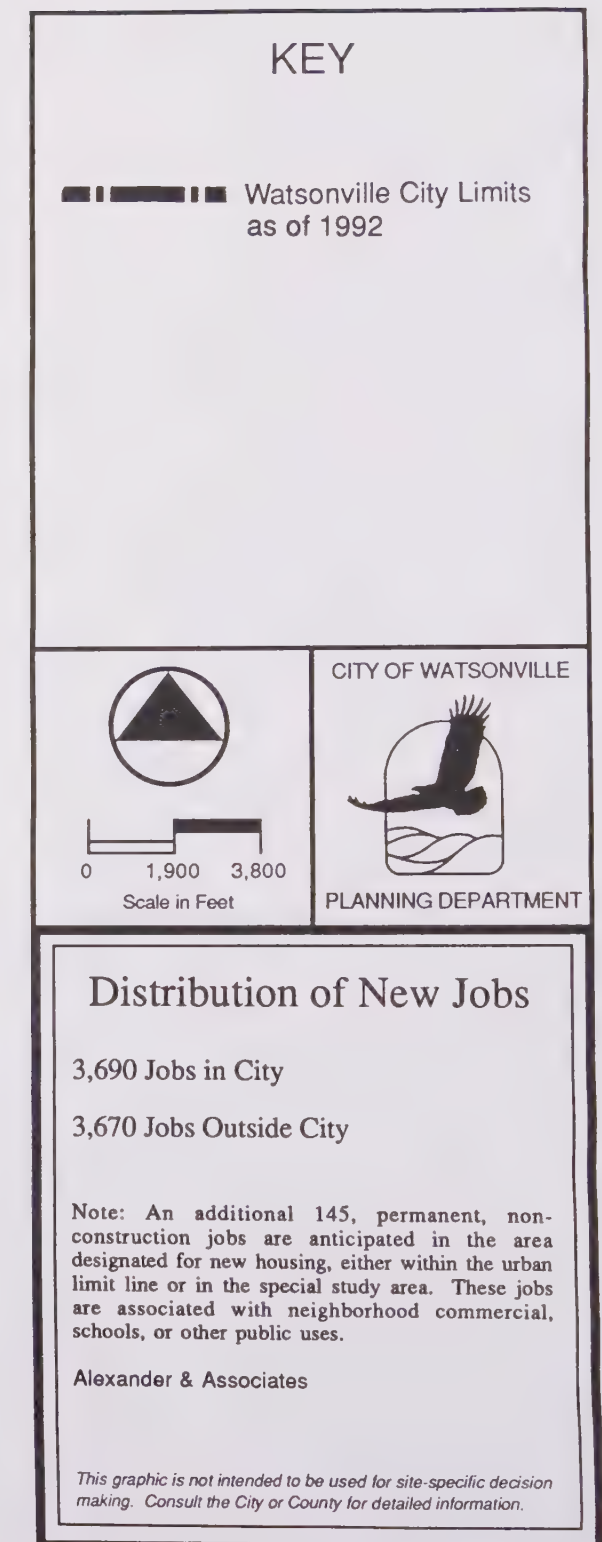
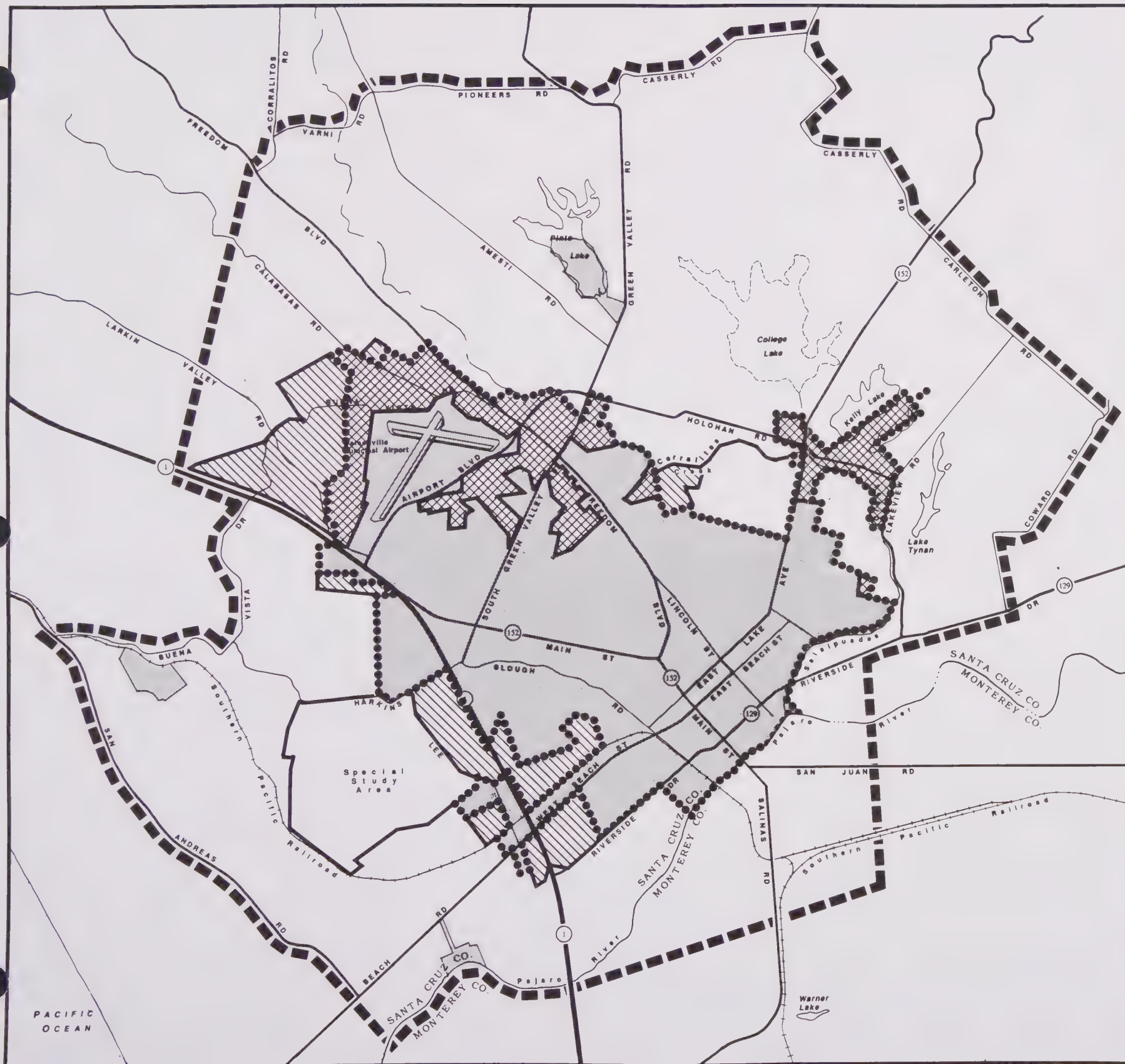







Figure4-6



KEY

-  Land in the existing Sphere of Influence proposed to be retained in the Sphere of Influence
-  Proposed additions to the Sphere of Influence
-  City of Watsonville as of 1994
-  Planning Area Boundary
-  Existing Sphere of Influence Boundary



0 1,900 3,800
Scale in Feet

CITY OF WATSONVILLE



PLANNING DEPARTMENT

Areas Under Consideration for Amendment to Sphere of Influence

Source: City of Watsonville Planning Department

This graphic is not intended to be used for site-specific decision making. Consult the City or County for detailed information.

Figure 4-7

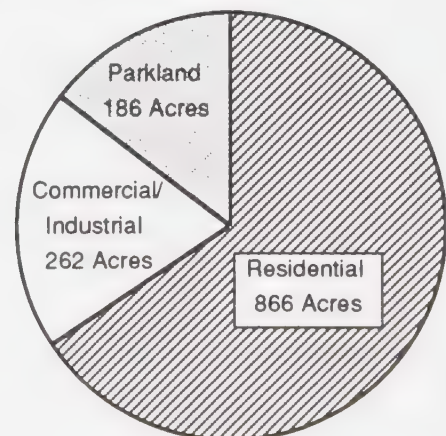
Figure 4-8 *Estimated Vacant or Underutilized Land Outside of the City (as it existed in 1990) Needed to Provide for Population Growth to the Year 2005*

Population Growth	Zoning	Units/Acre	Density Mix	Number of Units/Jobs	Total Acreage Needed to Accommodate Jobs and Housing	Existing Vacant and Underutilized Acreage in City (August 1991)	Acreage Needed outside 1991 City Limits(Acres)	Acreage Needed Outside of Existing Sphere of Influence ¹
1.8% per year Population of 50,500 in 2005	R-1	7	50%	2,795	799	16	783	
	R-2	13	30%	1,677	258	201	57	
	R-3	36	20%	1,118	62	36	26	
	Subtotal of Residential	n/a	100%	5,590 ²	1,119	253	866	±500
	Parkland	n/a	n/a		186	0	186	±73
	Comm./Ind.	n/a	n/a	7,506 (Job)	402	140	262	262
TOTAL	n/a				1,707	393	1,314	±835

1. Sites in Sphere include Manfre Road, Franich, 14 acres east of Vivienne Street, 22 acres adjacent to Atkinson Lane. Interlaken (Kelly and Drew Lakes) is not included in any scenario because growth in this area is addressed in the County General Plan. Therefore, any additional population growth generated in Interlaken is not accommodated in Watsonville 2005.

2. 5,300 units are needed. A 300-unit contingency is included to account for residential lands that may ultimately be developed for special, non-residential uses such as the hospital and Cabrillo College.

Figure 4-9 *Additional Acreage Needed Beyond the Existing City Limits by 2005*



Source: Statistics prepared by Alexander & Associates using the City of Watsonville's data, September 1991

LAND USE DESIGNATIONS AND STANDARDS OF DENSITY AND INTENSITY

The General Plan Land Use Diagram designates desirable land use in the city, within the urban limit line, and the remainder of the Planning Area according to categories. The maximum permitted density and intensity of development in each category is defined below. These standards represent maximums not to be exceeded unless density bonuses are granted for low-income, moderate-income, or senior housing projects. The actual potential for accomplishing these densities and intensities will vary depending on site-specific parameters.

Density and intensity standards apply to net developable land. Descriptions of allowed uses are provided herein to offer a general understanding of each land use category.

RESIDENTIAL

Residential development density is described in units per net acre. *Net acre* is defined in the glossary. The categories are the following:

R-LD (Low Density Residential, 7.99 units/acre or less)

This land use category provides a family living environment through single-family housing at densities equal to or less than 7.99 dwelling units per net acre.

R-MD (Medium Density, 8–13.99 units/acre)

This land use category provides family living environments through cluster developments, mini-lot subdivisions, condominiums, townhomes, apartments, and mobile homes at densities equal to 8, up to and including 13.99, dwelling units per net acre. Many of the community's affordable family housing goals can be accomplished at these densities.

R-HD (High Density, 14–36.99 units/acre. Up to 42.99 units/acre are allowable for studio or single room occupancy development)

This land use category provides living environments through multi-story apartment and condominium type housing at densities equal to 14, up to and

including 36.99, dwelling units per net acre. Densities of up to, and including, 42.99 units to the net acre are allowable for studio or single room occupancy development. Many of the community's affordable housing goals can be accomplished at these densities, particularly for smaller households.

COMMERCIAL

Commercial and industrial development is described as a floor area ratio (FAR). *Floor area ratio* is defined in the glossary.

General Commercial

General categories of allowed uses include: retail sales; personal, professional, financial, business and medical offices and services; entertainment; lodging; restaurants and automobile sales intended to serve the needs of the community and the surrounding region. Intensities in these areas shall not exceed a Floor Area Ratio of 0.45, except where building heights are permitted to exceed three stories, i.e., 35 feet. In areas where heights are permitted to exceed three stories, intensities shall not exceed a Floor Area Ratio of 1.0.

Central Commercial

General categories of allowed uses include: retail sales; personal, professional, financial and medical services; lodging; entertainment; and restaurants serving the needs of the community. Intensities in this area may not exceed a Floor Area Ratio of 2.75 inside of the Central Downtown Parking District and a Floor Area Ratio of 0.45 outside of the Parking District.

INDUSTRIAL

General categories of allowed uses include: wholesale sales, storage, heavy commercial, transportation services, warehousing; construction, fabrication and trade shops; general manufacturing; food processing; and related services, businesses and uses. The intent of the district is to serve the industrial needs of the community. The building intensity in these areas shall not exceed a Floor Area Ratio 1.50.

PUBLIC / QUASI-PUBLIC

General categories of allowed uses include: government or quasi-public buildings or facilities, public utility facilities, active and passive recreational facilities, schools, and hospitals. Other public and/or non-profit institutions primarily serving the needs of the general public may also be permitted. Because of the diversity of uses permitted in this district, maximum intensity shall be determined based on the appropriateness of the location, accessibility, traffic impacts, existing site conditions, design compatibility with adjacent land uses, natural and built constraints and community impacts.

COASTAL ZONE

This category includes lands within the City limits designated as Coastal Zone under the California Coastal Act. Allowed uses are designated in the Local Coastal Plan. Development intensity will be determined based on the provisions of the approved Local Coastal Plan, the appropriateness of the location, accessibility, traffic impacts, existing site conditions, design compatibility with adjacent uses, natural and built constraints, and community impacts.

TRANSPORTATION, COMMUNICATION, AND UTILITIES

General categories of allowed uses include: streets and roads; rail transportation; and other fixed guideway types of transportation corridors; and airports primarily intended for the transport of people, goods and materials, livestock, and agricultural products by public, quasi-public and/or private entities. Utilities, whether above or below ground, utility service facilities, corporation yards, wastewater treatment plants and solid waste transfer, recycling and disposal facilities, are also permitted in these areas. Because of the diversity of uses allowed in these areas, and the lack of structural floor areas normally associated with most of these uses, allowed intensities will be determined based on the appropriateness of the location, accessibility, traffic impacts, existing site conditions, design compatibility with adjacent land uses, natural and built constraints, and community impacts.

AGRICULTURAL

These areas include land intended to be preserved for the production of food, fibre, flowers and other agricultural products, including the growing of crops and/or animal or poultry husbandry and grazing. Development in these areas shall be limited to that which is necessary to support the primary agricultural use. Allowed densities will be determined based on the appropriateness of the location, accessibility, traffic impacts, existing site conditions, design compatibility with adjacent land uses, natural and built constraints, and community impacts. Land outside of the urban limit line, which is not in Interlaken (Kelly and Drew Lakes), Pinto Lake (Mesa Village), Pajaro, a public land or facility, a wetland or a special study area is designated as *agriculture*, regardless of its size or actual use.

ENVIRONMENTAL MANAGEMENT

These areas are set aside for the protection and preservation of natural resources such as wetlands, sloughs, wildlife habitat, and mineral and archaeological resources. Development shall be limited to that necessary to support the protection and preservation of these areas and resources. Allowed development will be determined based on the appropriateness of the location, accessibility, traffic impacts, existing site conditions, design compatibility with adjacent land uses, natural and built constraints, and community impacts.

REDEVELOPMENT DISTRICT

The City of Watsonville took action on May 12, 1992 to merge, expand, and extend the life of two Redevelopment Districts in existence since 1973. The expiration time periods for the districts, originally scheduled for 1998, have been extended for 45 years from the date of adoption. These modifications were made under the authority of Senate Bill 39X. Figure 4-10 shows the boundary of the newly combined and expanded Redevelopment District.

The original districts were created in response to specific findings within the Redevelopment Plans that the land in these areas was underutilized, uses were stagnant, and that the supporting public

infrastructure was inadequate. These characteristics, still present in many areas, were exacerbated by the 1989 Loma Prieta Earthquake. The intent of the Westside and Central Downtown Redevelopment Districts and the revised district is to "provide for the planning, development, replanning, redesign, clearance, reconstruction or rehabilitation of the area and proper utilization of the land potentially useful and valuable for contributing to the public health, safety and welfare."

The basic goal of the district is to arrest decline and decay throughout the area through the restoration of stable residential areas, revitalization of the downtown commercial and government center, and revitalization of the Westside Industrial Area. The intent is "to make the area a source of pride to the persons residing and working in Watsonville or visiting the city, guide development towards an urban environment preserving the aesthetic and cultural qualities of the city and stimulate and attract private investment, thereby improving the city's economic health, employment opportunities and the tax base."

Substantive housing opportunities exist in the downtown. State law requires that at least 20 percent of a district's incremental tax proceeds be dedicated to the provision or improvement of affordable housing. The fund, comprised of these dollars set aside for housing, is estimated to amount to \$21 million over the life of the district. The amount of tax increment funds set aside each year will increase as the assessed valuation of the district properties increase. It is the intention of the City of Watsonville to utilize a portion of these funds to support the provision of housing in the downtown and to support the housing programs outlined in the Housing Element of the General Plan.

SPECIFIC PLAN AREAS

The specific plan is a powerful tool to control land use in particular areas of a city. Specific plans implement conceptual general plan guidance by making site-specific plans for land uses, infrastructure, and financing of public improvements and services, and by establishing standards for development. Specific plans tailor policy and regulation to an area and

must conform to the major policies and strategies of the general plan.

All properties lying within the boundaries of a specific plan area are subject to the land uses, densities, intensities, public improvements, and other requirements specified in the specific plan prepared for that area. The land uses and densities shown on the Watsonville 2005 Land Use Diagram within these areas are conceptual only and may change subject to the outcome of the specific plan.

Areas for specific plans, shown in Figure 4-11, include:

- Northwest (Buena Vista/Calabasas) An area plan may be substituted for a specific plan in the Northwest area (Buena Vista/Calabasas) if the City Planning Director finds that the goals, policies and implementation measures of the City's General Plan would be achieved with an area plan.
- Atkinson Lane
- Riverside
- Any other developable land (not including lands of Franich) found by City Planning Director to be able to use a specific plan in order to achieve the goals, policies and implementation measures of the City's General Plan. The area should be over 75 acres and consist of at least 6 parcels with at least 6 different landowners.

URBAN LIMIT LINE

The urban limit line is a boundary enclosing both the city and an urban expansion area within which development will occur. The purpose of the urban limit line is to contain urban development, prevent urban sprawl, and clearly separate urban from non-urban land. The urban limit line is parcel specific, except for several large parcels where the urban limit line may travel through a parcel. A "large" parcel is defined as consisting of 20 acres or more for purposes of implementing the urban limit line.

GREENBELT

The greenbelt is a band of open space that lies within the urban limit line and reinforces the urban limit line by separating urban development from the land beyond the urban limit line. The greenbelt serves numerous purposes identified in Policy 3.D. Private development is not an allowable use in the greenbelt.

URBAN RESERVE/ AGRICULTURE

Land designated as *agriculture* with an overlay designation of *urban reserve* depicts land which could be made available for growth of the city. The overlay designation is intended to recognize the City's commitment to accommodate its growing population in the special study area and/or on land within the urban limit line.

SPECIAL STUDY AREA

The special study area, shown on the Land Use Diagram, is generally west of Lee Road, south of Harkins Slough Road, east of the Harkins Slough, and north of the Watsonville Slough. Prior to annexation or development of this area, a supplemental Environmental Impact Report shall be conducted to determine the appropriate land use, development potential, environmental constraints and impacts, access, utilities, and public services. Land designated special study area requires a general plan amendment to change any existing uses.

The General Plan identifies options for annexing land to sufficiently accommodate the needs of the population addressed in the General Plan. Land subject to annexation must be located in the same county as the city, and must be contiguous to the city's boundary, as well as meeting other requirements set by state law. Two areas which are logical for city expansion are the land in the special study area and land south of the Corralitos Creek, or some combination thereof. If the land in the special study area is appropriate for development, it is the area preferred for city expansion.

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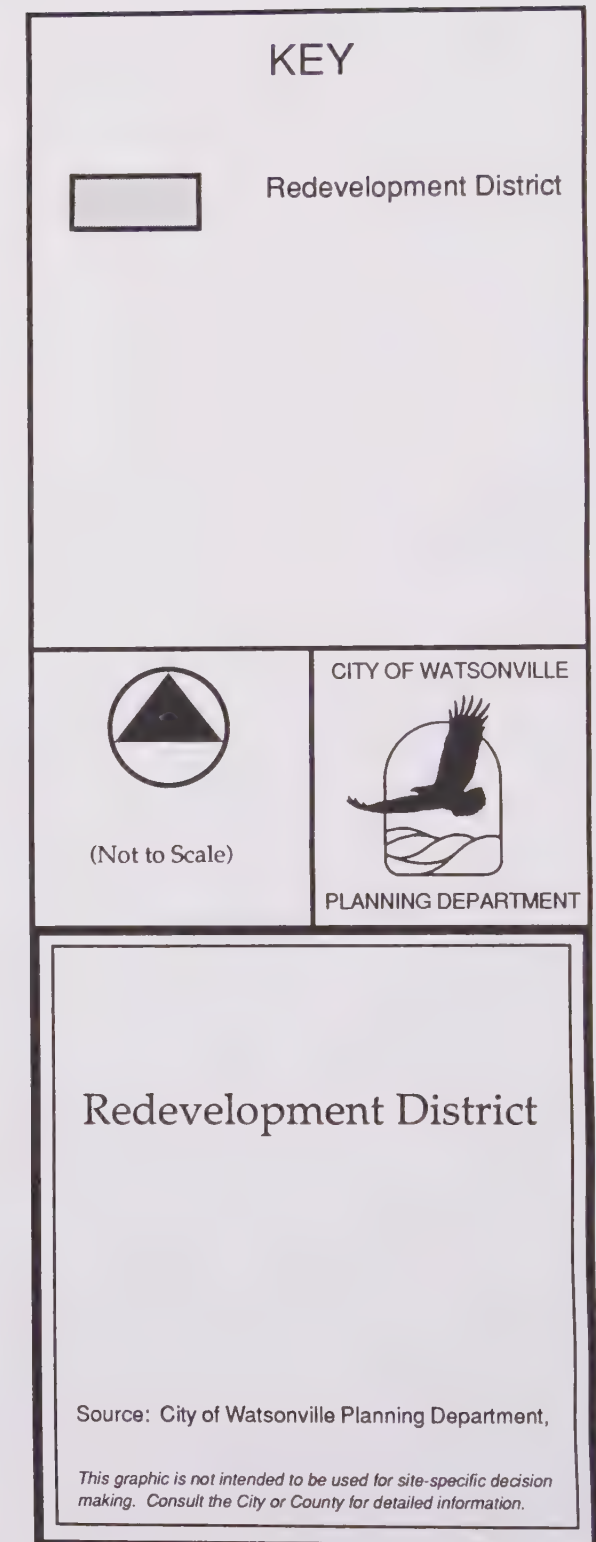
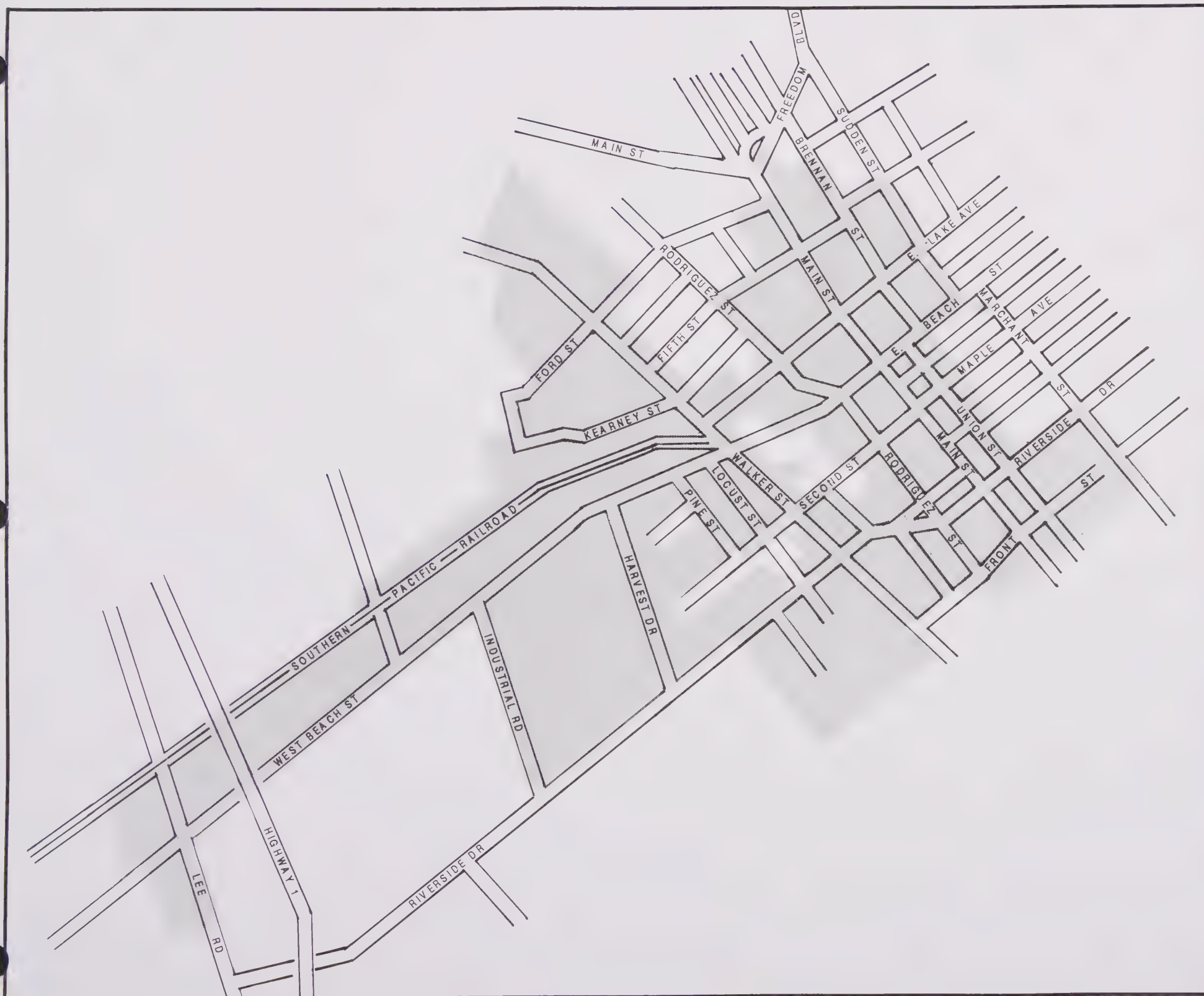


Figure 4-10



KEY



Specific Plan Area



Watsonville City Limits
as of 1992



Planning Area
Boundary



0 1,900 3,800
Scale in Feet

CITY OF WATSONVILLE



PLANNING DEPARTMENT

Specific Plan Areas

In the Northwest area (Buena Vista/Calabasas), an area plan may be substituted for a specific plan if the City Planning Director finds that the goals, policies and implementation measures of the City's General Plan will be achieved with an area plan.

Source: City of Watsonville Planning Department

This graphic is not intended to be used for site-specific decision making. Consult the City or County for detailed information.

Figure 4-11

GOALS FOR LAND USE AND COMMUNITY DEVELOPMENT

Goals for land use and community development, in concert with those for the growth and conservation strategy, are a reflection of local issues and long-range vision for the future. These goals form an umbrella for the goals of the other elements.

Goal 4.1 Population and Land Use

Plan intensification of existing development and expansion of the City limits appropriate to address the quality of life needs of a population of 51,600 within the City limit and Sphere of Influence by 2005.

Goal 4.2 Neighborhoods

Conserve and improve the living environment of existing Watsonville neighborhoods.

Goal 4.3 Commercial Land Use

Revitalize the central business district and provide adequate neighborhood commercial services.

Goal 4.4 Industrial Land Use

Achieve economic diversification, living wage employment, the preservation of the agricultural economic base of the Pajaro Valley, and maintain a balance among jobs, housing, and other urban land uses.

Goal 4.5 Public Land Uses

Provide public and institutional land uses and services in proportion to population growth.

Goal 4.6 Local Employment

Promote a variety of employment opportunities within the city providing living wage jobs to Watsonville residents. Stimulate creation of 7,500 additional jobs by 2005. Pursue opportunities for job skill training.

Goal 4.7 Land Use Suitability

Ensure that the orderly development of land for the needs of the existing and projected population within the City limit and Sphere of Influence is based on the land's overall suitability, including: the accessibility of existing and proposed public facilities,

services, and utilities; physical and financial constraints; and/or growth inducing impacts.

Goal 4.8 General Plan Implementation

Ensure that future development is consistent with the General Plan through the city's zoning ordinance, Development Standards, Capital Improvement Program, and environmental review process.

POLICIES AND IMPLEMENTATION MEASURES

The following land use policies serve to guide the implementation of long-term goals. Some land use policy subjects are further detailed in other General Plan chapters.

Policy 4.A Residential Land Use

The City shall plan for housing production on a five-year cycle consistent with the policies of the adopted Housing Element (See chapter 6, Housing: Goals, Policies, and Programs). The overall housing objectives for the General Plan time frame shall also be considered in long-range planning for housing.

Implementation Measures

- 4.A.1 Land Availability – The City shall monitor the availability of land zoned for residential use to ensure an adequate supply of sites for a five-year period.
- 4.A.2 Land Use Compatibility – The City shall monitor housing production to ensure compatibility with surrounding land uses.
- 4.A.3 Downtown Intensification – The City shall permit an increase in residential density for R-HD lands (up to 36.99 dwelling units per net acre, or 42.99 if development is SRO housing) within the central business district if adequate off-street parking can be provided and a Level of Service D (see the Transportation and Circulation chapter (10) for description) can be maintained on adjacent collector streets.

- 4.A.4** Housing Development Pacing – The City shall monitor the creation of housing and jobs and review opportunities for pacing the development of housing with the creation of new jobs in the city.

The monitoring program is intended to ensure a balance of jobs and housing units in the city so the city avoids becoming a bedroom community for other areas.

- 4.A.5** Specific Plan or Area Plan Northwest of Airport – The City shall prepare a specific plan or area plan for the land along Calabasas Road, and Buena Vista Drive, as shown in Figure 4-11, to identify and provide for the financing of neighborhood facility needs and location, the location of various residential densities, the greenbelt, limited neighborhood commercial, community park, circulation, parking, streetscape, and building design. Target 400 housing units.

- 4.A.6** Specific Plan at Atkinson Lane – The City shall prepare a specific plan for the Atkinson Lane Area to identify and provide for the financing of neighborhood facility needs and location, the location of various residential densities, the greenbelt, community park, circulation, parking, streetscape, and building design. Target 660 housing units.

Policy 4.B Neighborhood Preservation

The City shall plan for the protection of existing neighborhood qualities and the provision of adequate neighborhood facilities in developing areas.

Implementation Measures

- 4.B.1** Existing Neighborhood Quality – The City shall evaluate existing neighborhood land use patterns prior to the approval of new development that might prove disruptive to local circulation and the use of community facilities such as parks and schools.
- 4.B.2** New Neighborhood Facilities – The City shall utilize land use controls, such as, specific plans, LOS standards, and zoning development controls, to ensure balanced

neighborhood development in a compact pattern, and to avoid premature extension of public facilities and services.

- 4.B.3** Historic Preservation – The City shall encourage continued identification, designation, and maintenance of significant buildings, homes, and landmark features.

Policy 4.C Commercial Land Use

The City shall plan for revitalization of the central business district along with the distribution of convenient neighborhood commercial centers.

Implementation Measures

- 4.C.1** Downtown Redevelopment – The City shall use the redevelopment process to encourage the location of retail, professional, and residential uses as well as personal services within the central business district, to serve the entire Pajaro Valley.
- 4.C.2** Neighborhood Commercial Land Use – The City shall designate an appropriate amount of land for neighborhood commercial services to meet the daily shopping needs of surrounding residential populations of 5,000 to 7,000 persons.
- 4.C.3** Priority Central Business District Processing – The City shall provide priority development review processing for mixed (residential/commercial) land use projects in the central business district that combine features of off-street and/or underground parking, retail space, and professional office space.
- 4.C.4** Visitor Commercial – The City shall plan for additional visitor-serving facilities within the central business district and in suitable locations in proximity to Highway 1.
- 4.C.5** Commercial Signs – The City shall enforce diligent control over the placement of commercial signs to avoid unsightly, dangerous, or misleading advertising.

- 4.C.6 Downtown Design Plan – The City shall prepare, consider, and implement a downtown design plan for the central business district. This plan shall contain elements for building appearance, street landscaping, circulation, sign control, and parking.
- 4.C.7 Civic Center – The retention of civic uses in the downtown shall be encouraged to support the revitalization of that area.
- 4.C.8 Housing Support – A variety of moderate- and high-density housing shall be developed to support the downtown commercial area and provide housing for the employment base of the Westside Industrial Area.
- 4.C.9 Linear Park – Land areas in the downtown, adjacent to the Pajaro River, shall be dedicated to open space types of uses. Pedestrian and bicycle trails shall be included in this area and linked to the citywide and regional bicycle trails.
- 4.C.10 Mix-Use Development of Commercial Corridors – The City shall encourage the inclusion of residential development in projects proposed along commercial corridors, such as Freedom Boulevard and East Lake Avenue.
- 4.D.2 Design and Open Space – The City shall require that new industrial development be designed to blend with the natural environment and incorporate adequate open space and landscaping to provide an aesthetically pleasing buffer from residential land use. Additionally, on-site recreational space for employees and resource protection for environmentally sensitive habitats shall be required, where appropriate.
- 4.D.3 On-Site Services – The City shall encourage incorporation of on-site services such as child care, food service, and recreation, to discourage traffic associated with these trip purposes, where appropriate.
- 4.D.4 Industrial Reserve – The City shall maintain a reserve of industrial land sufficient to meet the long-term job creation goals and to enable the City to maximize economic opportunities consistent with the city's Comprehensive Economic Development Action Plan.
- 4.D.5 Redevelopment District – The City shall use the redevelopment process to encourage the location of companies in growth industries within the industrial areas, to retain agriculture support business, and to encourage employment opportunities suitable for the city's current and future labor force.

Policy 4.D Industrial Land Use

The City shall promote modernization of existing industrial plants and the location of new industrial facilities on lands planned for industry in *Watsonville 2005*.

Implementation Measures

- 4.D.1 Modernization – The City shall encourage existing industrial plants to maintain high standards for public safety and environmental quality consistent with economic feasibility. These standards include emission reduction, noise reduction, built-in fire protection, water conservation, and the safe use, storage, and disposal of hazardous materials.
- 4.D.6 Street and Roadside Improvements – The City will develop a plan for the improvement of streets and roadsides within the Redevelopment District to better facilitate movement within the district and to decrease negative commercial and industrial traffic impacts and associated health and safety impacts.
- 4.D.7 Public Transportation and Utilities – Accommodations for public transportation and utilities shall be provided to facilitate access to the housing, commercial areas, government facilities, and jobs in and adjacent to the Redevelopment District.

4.D.8 Riverside Specific Plan – The City shall prepare a specific plan for the Riverside area to ensure that needed job densities are achieved and to include measures for improving circulation, parking, building design, streetscape, and commercial and recreational opportunities. The number of jobs targeted for this area is 3,555.

Policy 4.E Public And Quasi-Public Land Use

The City shall plan for and designate an adequate amount of land to accommodate the institutional land uses needed to serve residential neighborhoods and the entire city.

Implementation Measures

4.E.1 Coordination – The City shall actively participate with the Pajaro Valley Unified School District to coordinate planning for school site development in conjunction with neighborhood park and recreation development.

4.E.2 Needs Assessment – As city population grows, the City shall conduct a needs assessment to investigate suitable sites and financing methods for a recreation and/or gymnasium facility, a ball field complex, additional fire station, and other new community facilities.

4.E.3 Cooperation – The City shall cooperate in planning for the relocation of the Watsonville Community Hospital in Watsonville.

Policy 4.F Economic Development

The City shall plan for economic development.

Implementation Measures

4.F.1 Planning – The City shall prepare a comprehensive Economic Development Strategy and Action Plan. This plan will provide the focus and overall coordination to maximize the use of scarce resources, to maximize the probability of attaining objectives, and to minimize duplication of efforts.

4.F.2 Job Creation – The City shall, through its Economic Development Department, pursue the establishment of additional jobs within the existing City limits and on annexed lands in an effort to provide “full employment” (defined as 5 percent unemployment) and a balanced jobs to laborer ratio for Watsonville. The City shall target the addition of 7,500 jobs by 2005.

4.F.3 Balanced Land Uses – The City shall encourage local employment opportunities by maintaining a balance among major land uses.

4.F.4 Capital Formation Program – The City shall prepare a Capital Formation Program.

4.F.5 Revolving Loan Fund – The City shall establish a Revolving Loan Fund.

4.F.6 Communications – The City shall maintain communications with the business community to promote local business expansion and year-round employment for area residents.

4.F.7 Skill Training – The City shall promote and encourage the expansion of public and private job training programs to better match job skills with local employment opportunities.

4.F.8 Leadership Training – The City shall cooperate with the school district and business community to establish a program of youth leadership training.

4.F.9 City Internships – The City shall operate a summer internship training program for students living in the Watsonville area.

4.F.10 Child Care – The City shall encourage new commercial and industrial projects to provide employer assistance for child care services.

4.F.11 Special Events – The City shall share in the sponsorship of community-based special events that help to promote Watsonville as a good place to live and do business.

- 4.F.12** Advanced Educational Opportunities – The City shall lobby and support efforts to establish a branch campus of the California State University system in the region, particularly as it relates to reuse opportunities for Fort Ord in Monterey County. The City shall actively seek expansion of the Cabrillo College facilities in Watsonville.

Policy 4.G Land Use Suitability

The City shall encourage the development of urban uses on those lands best suited for urban uses and discourage it on lands unsuited for urban uses.

Implementation Measures

- 4.G.1** Provision for Higher Densities – The City, through the development review process, shall consider higher densities on those lands found to be least affected by physical, policy, or economic constraints.
- 4.G.2** Multiple Use – Wherever feasible and appropriate, and where the potential impacts and mitigation measures associated with mixed use can be identified and fully considered through the CEQA process, the City shall support intensification of use by combining uses on one site, e.g. residential and commercial, institutional and recreational.
- 4.G.3** Multiple Purpose Open Space – The City shall designate as open space those areas with multiple constraints sufficient to make urban development unsuitable. These areas shall be used for active or passive recreation, environmental protection, alternative transportation corridors, and/or city beautification, depending on the nature of the constraint.
- 4.G.4** Environmental Management – The City shall not permit new development to encroach upon lands zoned for Environmental Management-Open Space (EM-OS).

Policy 4.H Special Needs Population

Encourage and assist programs designed to address special needs populations including children, elderly, single head of household, and the illiterate.

Cross Reference: Policy 7.A addresses the needs of children.

- 4.H.1** Promoting and Expanding Special Needs Population Care Facilities – The City of Watsonville will, by 1994, prepare an analysis of opportunities within the development process to encourage the establishment of quality child care, elder care, and care facilities to meet the needs of other significant special needs populations in the city.

Policy 4.I Land Use Regulation

The City shall regulate future urban development to be consistent with the goals of this General Plan.

Implementation Measures

- 4.I.1** Development Review – The City shall conduct an annual review of urban development and capital improvements to ensure that long-term land use objectives are being achieved by evaluating the cumulative effect of individual project approvals.
- 4.I.2** Zoning Code Review – The City shall annually review and update the Zoning Code for consistency with the General Plan and Land Use Diagram. In addition, the review shall evaluate whether the Zoning Code can be improved to better address the long-term land use objectives.
- 4.I.3** Zoning Code Enforcement – The City shall respond to public complaints and conduct periodic inspections to ensure that projects are being constructed, maintained, and operated in a manner consistent with project approval.
- 4.I.4** Environmental Review – The City shall use the environmental review process to ensure that project mitigations sustain and implement the policies of this General Plan,

reduce environmental impacts to acceptable levels, and make adequate provisions for public safety.

4.I.5 Extension of Services – The City shall strictly limit provision of urban services in areas designated for environmental management or otherwise viewed as unsuitable for urban development; however, extension of urban services shall be permitted to travel through areas designated for environmental management.

4.I.6 Traffic Mitigations – The City shall place traffic impact mitigations on new development consistent with the policies of the Transportation and Circulation chapter (10) and City standards for access, parking, and roadway improvements.

***Land Use and Community Development
Goals and Policies***

		Policies								
		4A	4B	4C	4D	4E	4F	4G	4H	4I
Goals	4.1	.	.	.	.	.	.	.	.	.
	4.2	.	.							
	4.3			.			.			
	4.4				.		.			
	4.5					.				
	4.6						.			
	4.7							.		.
	4.8									.

Policies which implement each goal are shown above.

INTRODUCTION AND BACKGROUND

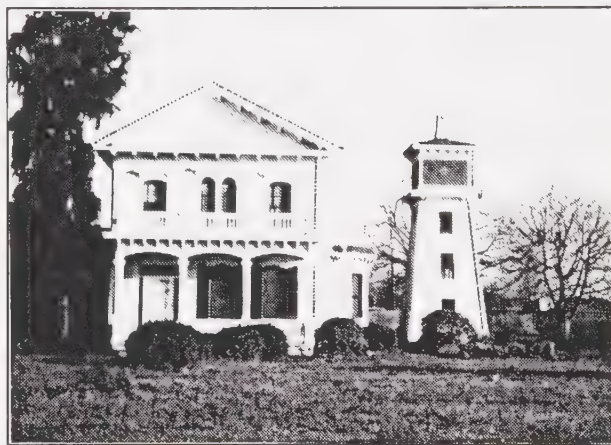
The preservation of the City of Watsonville's rich historical and cultural resources, combined with the preservation of the natural beauty and rural backdrop of the Pajaro Valley, are the central issues and purposes of this chapter. Archeological resources are discussed in the Environmental Resource Management chapter (9).

The character of the city can be traced back to its incorporation in 1868. Many structures of architectural significance are credited to William Henry Weeks (1864-1936), the most prolific architect ever to reside in Watsonville. Watsonville's Historic Property Inventory, conducted by Professor Cardwell of University of California at Berkeley, contains a listing of 41 structures designed or remodeled by this famous architect. He designed St. Patrick's Catholic Church, the Tuttle Mansion, Watsonville High School, the Hotel Resetar, the Park Plaza bandstand, and many other impressive private residences and public buildings in Watsonville and Santa Cruz County.

The city grew slowly during its first 100 years, and the overall appearance changed little. In 1975, the pace of urban growth accelerated with the expansion of jobs and construction of new homes. The City Council became concerned about the visual impacts of the new growth and created the Design Review Commission. The Design Review Commission's charge has been the preservation of the city's architectural heritage and the design review of new development proposals. The Design Review Guidelines were adopted by the Commission as a tool to evaluate development proposals. In 1993 the duties of the Design Review Commission were delegated to the Planning Commission and Zoning Administrator.

COMMUNITY CONCERNS

Many residents of Watsonville expressed their concerns about community character and visual appearance at the General Plan Public Workshops. At times these issues were expressed as intangible concerns about the overall quality of urban life, but in other cases specific visual amenities were mentioned. The General Plan Questionnaire contained two specific statements on urban beautification: (1) "The City's beautification efforts should be intensified;" and, (2) "More landscaping and tree planting along city streets is needed." The public expressed strong support for both these issues, with 77 percent in favor of intensified city beautification efforts and 63 percent in favor of more trees along city streets.



Watsonville has an excellent stock of historical housing, such as the Rogers Mansion on East Lake Avenue.

Other public concerns about urban design and scenic resource issues include:

1. Can Watsonville retain and enhance the visual theme established by the presence of many Victorian style structures?
2. Can new development be made visually compatible with existing structures?

3. Can the rural and open space vistas around Watsonville be preserved while accommodating orderly urban development?
4. Can the visual appearance of the central business district be improved?

DESIGN REVIEW GUIDELINES

In reviewing new projects, the City considers the following:

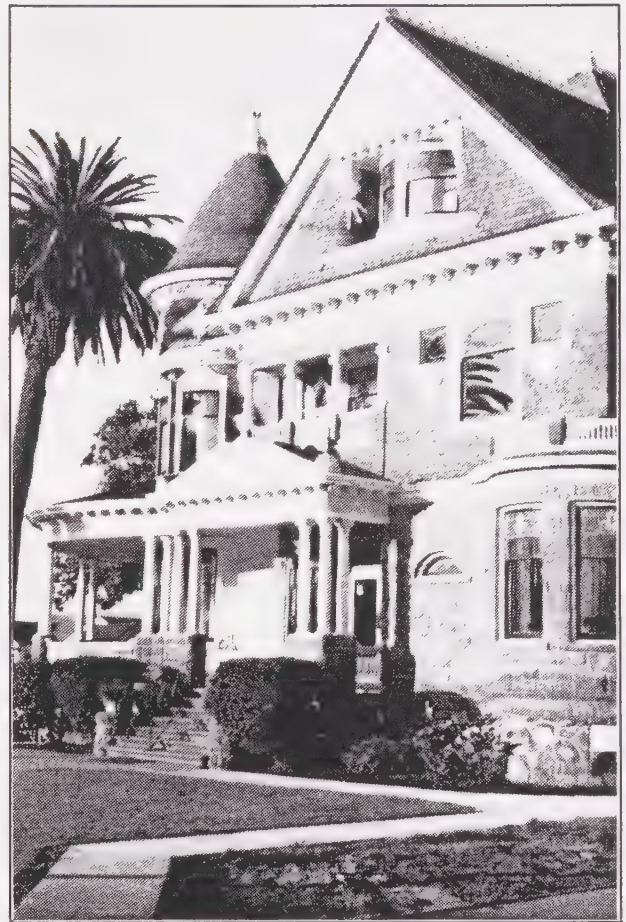
Site Planning. Guidelines emphasize suitability of the site for its proposed use and proposed building, efficiency of circulation and parking design, and building placement and orientation, particularly with regard to environmentally sensitive areas.

Building Design. Guidelines emphasize harmony with surrounding neighborhood, including materials, texture, color, height, and architectural detail.

Landscaping. Planting materials, lighting, fencing, and signs are considered by the City in order to ensure a safe and visually pleasing project.

As the city develops through time, the challenge is to ensure that the "new" does not destroy the integrity of the "old." Good urban design is not simply a matter of historic preservation, the whole urban fabric must be taken into consideration, including: the design of the street pattern, areas used for vehicle parking, architectural design, street landscaping, urban open spaces, street furniture such as lighting fixtures, commercial signs, and many other physical elements.

To maintain and improve overall urban appearance, it is neither necessary nor desirable to adopt formal design regulations for any particular architectural style, be it traditional or contemporary. Room for creativity in building design and site orientation should be maintained. General guidelines for appropriate design and adaptation to specific site conditions are important to achieve the goals and policies of this chapter.



The Tuttle Mansion on East Lake Avenue contributes to Watsonville's rich architectural heritage and scenic resources.

SCENIC ROUTES

In addition to considerations related to the built environment, the scenic quality of Watsonville is also enhanced through the preservation of significant natural features, which include wetlands, sloughs, rivers, lakes, hillside, and stands of vegetation. These resources are important not only for their visual contribution to the city, but also for their passive recreational and educational opportunities. The quality of life in Watsonville is, in part, a reflection of a balance between the built environment and conservation and enhancement of the natural environment.

There are many scenic routes serving the transportation needs of the City of Watsonville. These routes provide access to scenic resources which include the broad sweep of the Pajaro Valley, the hills and mountains which frame the valley floor, coastal lands, and the urban skyline. Segments of state highways and local streets within the city and the Planning Area which satisfy certain criteria have been designated as scenic. Each designated scenic route must satisfy a minimum of four of the following criteria:

- presence of views and vistas
- absence of clutter
- presence of interesting features
- presence of significant vegetation

- visual variety and
- service as a gateway.

Watsonville's scenic routes, summarized in Figure 5-1 and described below, will benefit from the enhancement opportunities available through land use controls and implementation of General Plan policies.

The state highways included in this designation are Highway 1, Highway 152 and Highway 129. Highway 1 and Highway 152 are currently also included in the *California Master Plan of State Highways Eligible for Official Scenic Highway Designation*. The City will work with Caltrans to establish the boundaries of the scenic corridor, the land area which can be seen from

Figure 5-1 **Criteria for Scenic Streets and Highway Designations**

Scenic Route	Criteria					
	Background Views	Absence of Clutter	Interesting Features	Significant Vegetation	Variety	Gateway
East Lake Ave. (Hwy. 152) – Main St. to Carlton Rd.	•		•	•	•	•
East Beach St. – Main St. to Beck St.	•		•	•	•	
Main St. – Hwy. 1 to Pajaro River	•	•	•	•	•	•
Harkins Slough Rd.	•	•	•	•	•	•
Airport Blvd.	•		•	•	•	•
Brewington Ave. – Montecito Ave. to East Lake Ave.		•	•	•	•	
Holohan Rd.	•	•	•	•		
Riverside Dr. (Hwy 129) – Hwy. 1 to Salsipuedes Creek	•		•	•	•	•
Highway 1	•	•	•	•	•	

Source: Watsonville Planning Department, 1989

the road, for segments of state highway within the City limits and the Planning Area. The City, while not financially responsible for corridor protection, has developed an implementation program for the protection of these scenic routes.

Scenic corridors for the streets not included in the state highway system are also defined as those land areas which can be seen from the road. Design criteria within these corridors are proposed to be developed by the City.

The following routes are proposed for scenic street and highway designations and are shown in Figure 5-2:

East Lake Avenue – Highway 152 from Main Street to Carlton Road. A gateway to the Planning Area from Hecker Pass, East Lake Avenue provides views of the surrounding hills and mountains, and passes by several notable historic structures. Corridor enhancements will benefit this route.

East Beach Street – Main Street to Beck Street. East Beach Street affords views of historic structures and areas of town, including the plaza and central commercial center, Watsonville High School, and three of the city's designated historic houses.

Main Street – Highway 1 to the Pajaro River. A four-lane landscaped gateway, Main Street provides a variety of views of developed commercial shopping centers, Ramsay Park, historic downtown Watsonville, the plaza, and the Pajaro River.

Harkins Slough Road. More than any other route in the city or Planning Area, Harkins Slough Road provides a close-up view of the unique beauty of the area's sloughs and marshes. It also passes Ramsay Park and, crossing the freeway, affords broad views of the entire valley. As urbanization occurs, major roadway improvements will be required. Road improvements will include landscaping to maintain the "country road" feeling.

Airport Boulevard. Serving the airport and light industrial area of Watsonville, Airport Boulevard, a northern gateway to the city, has unlimited views to the north and west of areas which will remain in predominantly natural open space uses. New develop-

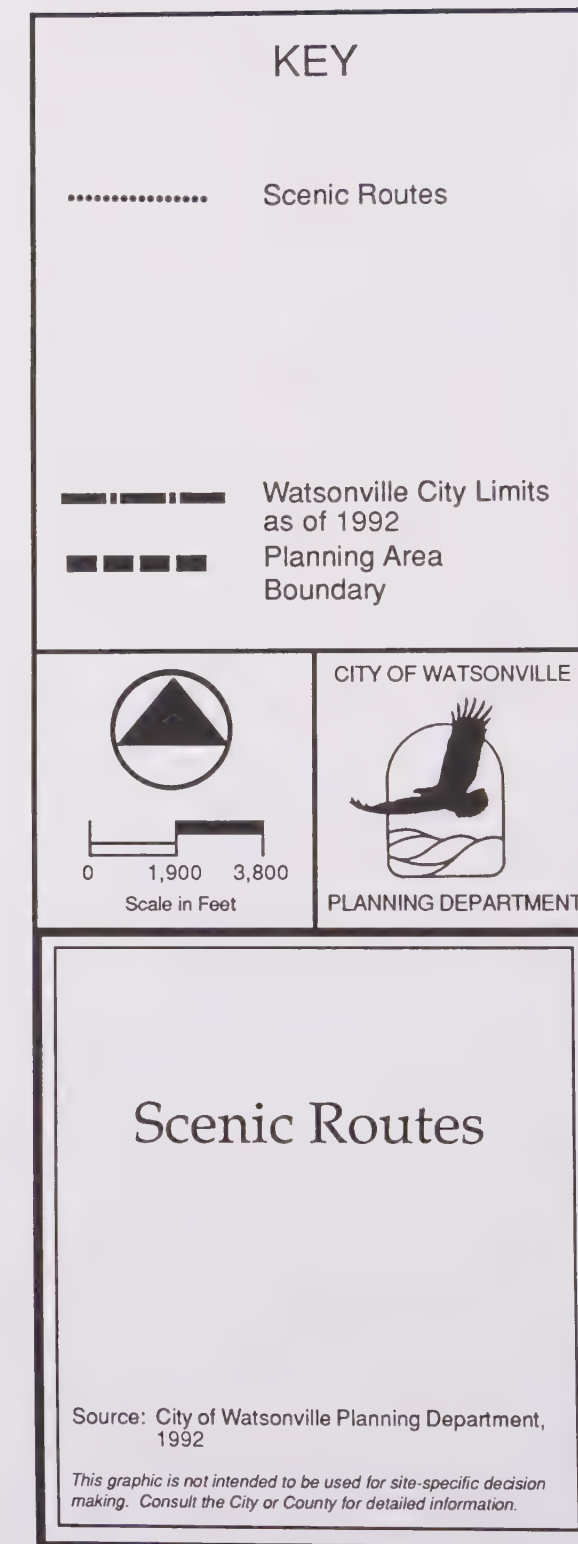
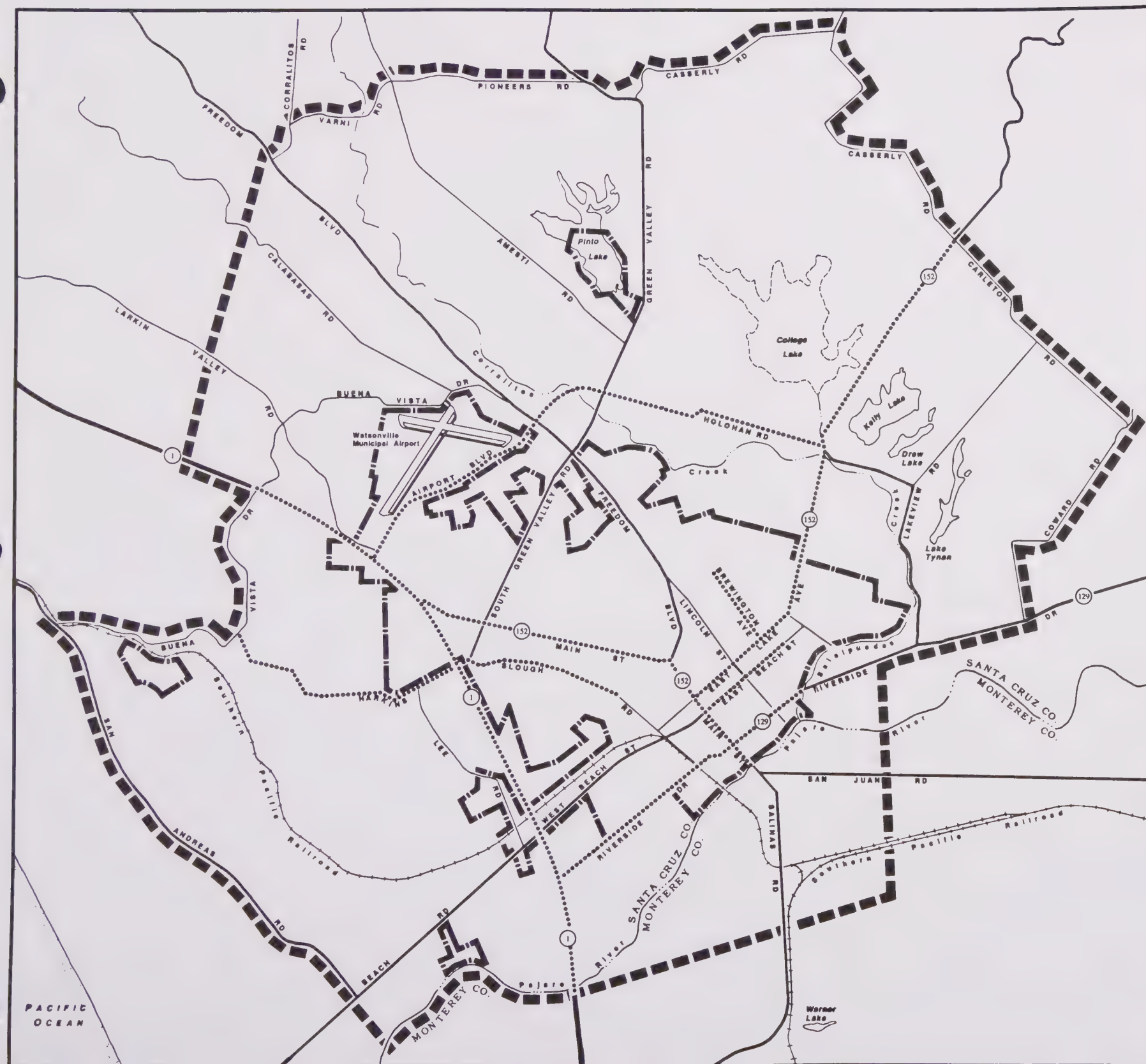
ment occurring along the road contributes to the scenic qualities of the corridor with attractive building design and landscaping. Airport Boulevard provides a dramatic entry into Watsonville's rural character as it crosses Corralitos Creek eastward and shifts from an urban commercial area to a rural agricultural area.

Brewington Avenue – Montecito Avenue to East Lake Avenue. Brewington Avenue, a segment of Watsonville's residential area, serves as a showcase of home design, reflecting not only a variety of styles and time periods, but an abundance of beautiful, well-maintained yards. The location of two of Watsonville's older schools, which are fine examples of public architecture, add to the scenic qualities which characterize this street.

Holohan Road – Paralleling Corralitos Creek, between Green Valley Road and East Lake Avenue. Holohan Road provides the traveler with uninterrupted views of the orchards and agricultural uses outside the city and the hills which form the backdrop and boundary of the Pajaro Valley.

Riverside Drive – Highway 129 from Highway 1 to Salsipuedes Creek. Riverside Drive from the Highway 1 interchange eastward (Highway 129), provides the traveler with a cross-sectional view of Watsonville, past and present. Emerging from the fields adjacent to Highway 1 and the Pajaro River, the highway passes the food processing warehouses which have historically been the backbone of the city. The landscaped portion of this entry to the city continues across the railroad tracks to Main Street, passing through the older residential area and ending (or beginning) at the other southeastern gateway to the city, Salsipuedes Creek. In addition to the creek views, a landscaped island identifies the transition to or from the urban area.

Highway 1. Famous throughout the world for its scenic vistas, Highway 1 in the Watsonville area is well landscaped and situated so as to provide views of the entire valley from the Monterey Bay to the hills. Particularly attractive views to the west reveal sloughs and rolling hills used for grazing.



GOALS FOR URBAN DESIGN AND SCENIC RESOURCES

The City has set the following goals to preserve and enhance the visual resources of Watsonville:

Goal 5.1 Visual Resources

Preserve and enhance the built and natural visual resources within Watsonville.

Goal 5.2 Community Appearance

Blend new development with recognized values of community appearance and scenic qualities, and ensure that new development enhances, rather than detracts from, its surroundings.

Goal 5.3 Signs

Ensure that commercial signs do not detract from street appearance or create hazardous visual distractions.

Goal 5.4 Downtown

Preserve and enhance the visual appearance of Main Street from the Pajaro River Bridge to Freedom Boulevard.

Goal 5.5 Viewscape

Preserve scenic rural qualities surrounding the urbanized portions of the Planning Area.

Goal 5.6 Urban Design

Achieve high standards of street, site and building design that are both efficient, and aesthetically pleasing.

Goal 5.7 Heritage Preservation

Enhance and protect structures, sites, and other landmarks that give residents of the Planning Area a link with their cultural heritage.

Goal 5.8 Urban Beautification

Support public and private urban beautification activities and promote pride in community appearance.

Goal 5.9 Scenic Corridors

Protect and enhance the views of and from the scenic streets and highways in Watsonville and the Planning Area.

Goal 5.10 Natural Scenic Resources

Conserve and enhance natural resources that contribute to the visual, recreational, and educational aesthetics of Watsonville. Such resources include: wetlands, sloughs, rivers, lakes, hillsides and stands of vegetation.

POLICIES AND IMPLEMENTATION MEASURES

Policy 5.A Project Design Review

The preservation of visual resources shall be accomplished through the design review process.

Implementation Measures

- 5.A.1 Design Review Applications – The City shall use and periodically update the Design Review Guidelines for project evaluation.
- 5.A.2 Design Information Requirements – Application requirements for projects to meet the design review criteria shall include a preliminary site plan, exterior elevations, vehicular and pedestrian circulation, grading, parking plans, colors, sign locations and elevations, fence height and design, and a landscape plan.
- 5.A.3 Design Review – The City shall require that all new construction projects and remodeling or renovation projects (except single-family homes) over a specified value, as designated from time to time by the City Council, undergo design review according to chapter 14-11 of the Watsonville Municipal Code.
- 5.A.4 Development Standards – In addition to the Design Review Guidelines, the City shall use the adopted standards for multiple family

residential developments to ensure that medium- and high-density development is designed so as to enhance rather than detract from the urban environment.

- 5.A.5 Scenic Resources** – The City shall, through its design review process, consider the impact of the development on both the visual quality of the built environment and the scenic quality of natural features including sloughs, wetland, rivers, lakes, hillsides and stands of vegetation.

Policy 5.B Design Consistency

The City shall review new development proposals to encourage high standards of urban design and to ensure that elements of architectural design and site orientation do not degrade or conflict with the appearance of existing structures.

Implementation Measures

- 5.B.1 Visual Compatibility** – Whenever new development is proposed next to historic landmarks or buildings considered to be visually significant, the design review process shall be used to maintain or create visual harmony between the new and old structures.
- 5.B.2 Neighborhood Identity** – New development in established neighborhoods shall be encouraged to utilize the surrounding architectural themes and/or materials to promote neighborhood harmony and identity.
- 5.B.3 Enhancement** – The City shall utilize the development standards, zoning ordinance regulations for each district, and the design review guidelines to ensure that new development is an asset to the existing neighborhood and community with regard to parking, landscaping, open space, and project design.

Policy 5.C Sign Control

The design review process shall be used to ensure that signs (materials, size, color, lettering and location) are aesthetically pleasing and compatible with surroundings.

Implementation Measures

- 5.C.1 Conditions on Development** – Conditions shall be placed on proposed development to ensure that Design Review Guidelines for signs and advertising devices are followed, and that criteria for specific zoning districts are implemented.
- 5.C.2 Uniform Sign Program** – In order to discourage visual clutter, the City shall require integrated sign programs for projects with multiple business tenants.

Policy 5.D Downtown Design Plan

The City shall prepare, adopt, and implement a design plan for the urban design, circulation, parking, and commercial sign location within the central business district.

Implementation Measures

- 5.D.1 Project Requirements** – Projects within the central business district (CBD) shall be required to follow the guidelines of the design plan as a condition of approval.

Policy 5.E Viewscape Protection

The City shall use the General Plan Land Use chapter and the design review process to ensure that major new development projects do not impact scenic vistas now enjoyed throughout the city.

Implementation Measures

- 5.E.1 Scenic Vistas** – Site orientation and building bulk conditions shall be used to protect scenic vistas.
- 5.E.2 Peripheral Open Space** – Provision of a greenbelt shall be used to preserve and enhance the urban viewscape as well as to define the limits for urban use.

Policy 5.F Design Factors

The design review process shall combine elements of aesthetics with considerations for project efficiency.

Implementation Measures

5.E.1 Project Appearance Factors – Considerations for project appearance shall include, but are not limited to, the following:

- a. Compatibility with adjacent architectural styles
- b. Respect for design features of the original architectural style for building renovation projects
- c. Avoidance of monotonous expanses of blank walls, including fire walls
- d. Orientation of the project with respect to natural topography, the retention of trees, and significant natural habitat
- e. Placement and screening of trash containers from view and adequacy of the type and number of trash containers provided on site
- f. Undergrounding of utility lines and meter boxes and screening of transformers
- g. Visual interest of exterior finishes and colors
- h. Discrete placement of microwave dish and satellite antennas
- i. Placement and design of external lighting fixtures to blend with the architectural style, provide safe areas, and avoid off-site glare.

5.E.2 Project Efficiency Factors – Consideration for project efficiency shall include, but not be limited to, the following:

- a. Project site orientation with respect to privacy, views, and solar access of neighboring structures
- b. Design of project access and parking
- c. Provision for safe and convenient pedestrian movement
- d. Location and efficiency of loading and service docks
- e. Location and accessibility of utility meters inspection points

- f. Ease of maintenance of exterior finishes
- g. Placement of structures for solar considerations
- h. The selection of landscape planting materials for summer shade, privacy, screening, erosion control, and water conservation
- i. Adequate irrigation for landscaped areas.

Policy 5.G Historic Preservation

The City shall evaluate and make recommendations for the preservation of historic structures, landmarks, and buildings of particular architectural interest.

Implementation Measures

- 5.G.1** Building Conditions – The City shall place conditions on building renovation and construction near architecturally significant structures to protect their architectural integrity and ensure that Watsonville's charm and heritage are not destroyed.
- 5.G.2** Historic Inventory – The City shall maintain and periodically update an inventory of historic and architecturally significant buildings.
- 5.G.3** Historic Designation – The City shall continue to designate and/or take action to protect structures of special character, architectural value, and aesthetic value. Structures include significant buildings, homes, and landmark features.
- 5.G.4** Preservation Zoning – The City shall enact historic preservation zoning to protect significant examples of the city's cultural and architectural heritage.
- 5.G.5** Private Participation – The City shall encourage and provide incentives for the private preservation and restoration of historic and architecturally interesting buildings.

Policy 5.H Streetscape Beautification

The City shall promote streetscape beautification activities and civic pride in community appearance.

Implementation Measures

- 5.H.1** Street Tree Planting – The City shall pursue a citywide program of tree planting and maintenance. The use of appropriate trees shall take into consideration the need to maintain visual clearance at intersections and other public safety concerns.
- 5.H.2** Beautification Awards – The City shall recognize and award private efforts to enhance city appearance.
- 5.H.3** Gateways – The City shall identify areas which serve as gateways or entry points to the city and develop landscaping and signing to highlight those points.
- 5.H.4** Property Maintenance – Maintenance of building exteriors and landscaping shall be addressed through the design review process. Visual clutter in yards shall be prevented through enforcement of zoning ordinance restrictions on parking and storage in front and side yards.

Policy 5.I Scenic Streets And Highways

The City shall identify scenic streets and highways in the Planning Area according to adopted criteria.

Implementation Measures

- 5.I.1** Criteria for Designation – The following criteria may be considered as a basis for adopting a route as scenic.
 - a. Presence of background views and natural vistas.
 - b. Absence of clutter along the street or road.
 - c. Location of interesting features such as historic or architecturally significant structures.

- d. Significant vegetation, either natural or landscaped.
- e. Presence of a variety of views.
- f. Presence of a “gateway” or entry to the city along the route.

- 5.I.2** City and County Cooperation – The City shall work with Santa Cruz County to establish appropriate sign control and land uses for those routes designated as scenic in the General Plan but outside the City's jurisdiction.

- 5.I.3** Guidelines and Standards – The City shall adopt standards or guidelines for development along designated scenic corridors and future corridors considered for designation.

Policy 5.J Scenic Natural Resources

The City shall conserve and enhance natural resources that contribute to the visual, recreational, and educational aesthetics of Watsonville. Such resources include: wetlands, sloughs, rivers, lakes, hillsides, and stands of vegetation.

Implementation Measures

- 5.J.1** Natural Heritage Preservation – The City should conserve and enhance the natural resource areas of the community that give residents passive recreational and educational opportunities connected with the natural heritage of Watsonville.
- 5.J.2** Compatibility – Whenever a new development is proposed next to a natural scenic resource, the design review process will be used to maintain or create visual harmony between new and old structures and their natural setting.

The goals and policies for urban design and preservation of Planning Area scenic resources are expressed below in the form of a matrix. This matrix connects the broad community goals with the more specific policies for implementation.

Urban Design and Scenic Routes Goals and Policies

		Policies									
		5A	5B	5C	5D	5E	5F	5G	5H	5I	5J
Goals	5.1
	5.2	.									
	5.3			.							
	5.4				.						
	5.5					.					
	5.6						.				
	5.7							.			
	5.8								.		
	5.9									.	
	5.10					.					.



Photo: Courtesy of the Register-Pajaronian

Honors were given for preserving history at the Jalisco Restaurant on Main Street.

6

HOUSING: GOALS, POLICIES, AND PROGRAMS

INTRODUCTION AND BACKGROUND

The Watsonville Housing Element is published as a separate document and included as an adopted part of Watsonville 2005 by reference. The Goals, Policies and Programs chapter of that document is included here for convenience.

The Watsonville Housing Element contains the action plan for meeting the housing needs described in the previous sections. The five-year program builds upon the previous and ongoing activities the

City employed in the 1987 Housing Element to protect and improve housing, and adds additional programs to meet newly identified needs. Additional programs are added to address areas where previous goals were not met, and quantified objectives were increased where possible to better reflect previous accomplishments and encourage those continued good efforts.

The overall goal for housing is supported and defined by a set of housing policies. Policies are the adopted legislative position of the Watsonville City Council. These policies will be implemented by the



Photo: Courtesy of the Register-Pajaronian

A family attended the groundbreaking for their new home, which will be built under a program of the local Habitat for Humanity. The affordable housing will be built by all-volunteer labor.

administrative actions of the City staff, the conditions of project approval established by the Planning Commission and the programs described in this chapter.

The City will continue to use its land use and housing development authority to facilitate housing production for persons at all economic levels. At the same time, it is recognized that affordable housing must be provided within a suitable living environment. The creation of this suitable living environment requires that the overall character of the community be preserved and enhanced.

Programs aimed at housing affordability and overcrowding have been strengthened. New policies and programs now require that developers of new housing units also produce affordable units. The number of large families in Watsonville and the worsening problem of overcrowding have made it necessary to include programs to address those issues. Watsonville's commitment to housing is strong. In 1991, the City established a new Department of Housing and Economic Development and hired a new director for that department.

Watsonville recognizes its responsibility to provide for the housing needs of its residents beyond 1996. Therefore, programs to achieve an adequate land inventory for housing through 2005 are included. Watsonville further recognizes that housing does not occur in a vacuum. The most critical element in accomplishing housing that meets the needs of the residents is a strong economy with adequate living-wage employment to support the needs of its labor force. Closing the gap between wages and housing costs is critical. Therefore, programs oriented to strengthen the Watsonville economy are also included within the Housing Element.

HOUSING GOALS

The Housing Element characterizes and quantifies the city's current and projected housing needs. The City's housing program sets forth appropriate responses to those identified needs. The initial step

in this process is the establishment of goals and policies which reflect the community's commitment to creating an attractive, balanced and equitable housing environment.

Goal 6.1 Provision of Housing

Develop, improve, conserve, and preserve safe, affordable housing to meet the needs of all residents.

Goal 6.2 Well-Balanced Economy

Create a strong, well-balanced economy in Watsonville that includes living-wage employment for the labor force and promotes the development of housing by the private, public, and non-profit sectors within a satisfactory urban environment.

Goal 6.3 Special Needs Housing

Provide housing to meet the special needs of large families, single head-of-household families, farm-workers, the homeless, and the handicapped and disabled.

HOUSING POLICIES

Achievement of the foregoing housing goals requires the formulation of, and commitment to, specific housing policies and programs. The following are specific policies and programs designed to meet the needs described in chapter 7 and attain the goals noted above. As required by state law, each program includes a quantified objective, agency responsible for implementation, financing, and time frame. The policies address the six basic housing needs identified by state law:

1. Identify adequate sites to meet housing needs;
2. Assist development of low- and moderate-income housing;
3. Address governmental and non-governmental constraints;
4. Conserve and improve the existing housing stock;
5. Promote equal housing opportunities; and

6. Provide programs to meet other identified housing needs.

It is important to recognize that all of the policies work together to address the total housing need in Watsonville. Policies may further efforts in more than one area, but are not repeated. For instance, programs for ensuring adequate land for housing not only address physical land needs, but also work to offset constraints that impact affordability.

ADEQUATE SITES TO MEET IDENTIFIED HOUSING NEEDS

Policy A: The City shall continue to annually evaluate the adequacy of its supply of land suitable for residential development and strive to maintain a supply of land sufficient to meet the city's fair share need as identified by the Association of Monterey Bay Area Governments and the City of Watsonville through 1996.

Program A.1: As outlined in Housing Opportunities chapter and Appendix B of the Housing Element, adequate sites exist in the city to meet the housing need through 1996. The City will strive to provide sufficient land in each land use category to allow the market to freely create all types of housing needed through 1996. Vacant sites or property suitable for residential development should be made available to enable the development of at least 249 very low-income housing units, 102 low-income units, 411 moderate-income units, and 742 above moderate-income units.

Responsible Bodies:

Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Housing and Economic Development Department

Quantified Objective:

Zoned sites for at least 249 additional very low-income units, 102 low-income units, 411 moderate-income units, and 742 above moderate-income units, through July 1, 1996.

Financing:
Staff time

Program A.2: The city staff will prepare a report, for Council consideration, evaluating opportunities to provide additional housing units within the existing City limits through rezoning, deeper density bonuses than those required by state law, opportunities for clustering, mixed use development along commercial corridors, improved utilization of second and third stories in the downtown and incentives for lot consolidation. Opportunities for 400-600 additional units shall be identified. *Watsonville 2005* includes proposals to redesignate three areas in the city for high-density residential from low-density residential. Affordable housing units displaced by new construction shall be replaced. The City shall accommodate both housing clustered around natural topography, and the provision of open space between residential, industrial, and agricultural land uses, in order to promote the preservation of environmental resources without significantly compromising development densities that support housing affordability.

Responsible Bodies:

Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Redevelopment Agency
Watsonville Planning Commission
Watsonville Housing and Economic Development Department

Quantified Objective:

Consideration of these redesignations by September 1992
Report to Council on other opportunities by 1993.

Financing:
Staff time

Program A.3: The City will pursue, through the Local Area Formation Commission (LAFCO), the expansion of its Sphere of Influence and annexation of lands suitable for the production of living-wage employment and the development of housing to meet the needs of Watsonville through the year 2005. In the production of housing on newly annexed residential land, production of housing in the following categories shall be emphasized – housing for lower income households in Watsonville, housing for people displaced due to code enforcement in Watsonville, and housing to alleviate overcrowded households in Watsonville. If the City annexes prime

agricultural land, it shall attempt to maximize the production of affordable housing where feasible. Priority will be given to residential development not involving prime agricultural lands.

Discussion: The Watsonville Housing Task Force, in 1990, estimated that an additional 2,600 new, affordable units are needed to relieve overcrowding. In order to alleviate overcrowded housing conditions, a sufficient supply of land for housing has been planned to provide space for families who are currently doubled-up, as well as space for new families formed when the City's youth and other residents create their own households.

Responsible Bodies:

Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission

Quantified Objective:

Expansion of the Sphere of Influence to accommodate 3,500 additional housing units through the year 2005.

Financing:

Staff time

Program A.4: The City has determined that the 1990 Census resulted in an undercount of its population. Therefore, the City shall pursue a revision to the 1990 Census. In addition, the City staff will prepare a report, for Council consideration, evaluating

Figure 6-1 Fair Share Housing Need Program Summary

	Very Low	Low	Moderate	Above Moderate
Total need 1989-1996	249	102	411	742
Constructed as of December 1991	7	66	181	
Estimated production through affordable housing ordinance and density bonus	74-148	148	76	
Remainder to be accomplished or (surplus)	94-168	(82)	896	
Programs to address need	A.1, A.2, B.1, B.2, B.4, B.5, B.6, B.7	A.1, A.2, B.1, B.2, B.4, B.5, B.6, B.7	A.1, A.2, B.1	

Source: Total need – Association of Monterey Bay Area Governments; the remaining data is a summary of data from Watsonville Housing Element, 1992

This table specifically addresses AMBAG-designated fair share need. The Housing Element includes a broad range of additional programs to further support affordable housing and other housing needs in the city.

the pursuit of a supplemental Census of Housing Units in an effort to improve the accuracy of the 1990 Census Housing Count.

Responsible Bodies:

*Watsonville Planning Department, lead department
Watsonville City Council*

Quantified Objective:

Action by the City to revise the 1990 Census and a report evaluating whether or not the City should pursue a supplemental census of housing units for consideration by Council by January 1993.

Financing:

Staff time

Program A.5: The City shall participate in the regional fair share allocation process in 1995, 2000, and 2005 and at other times when modifications of existing allocations are proposed or when new allocations are prepared.

Discussion: The City has an opportunity to participate in the review of the Regional Housing Needs Plan prepared by AMBAG during a limited review period. It is vital that the City work with AMBAG to ensure that housing needs, as defined by the City, are incorporated in the Regional Housing Needs Plan.

Responsible Bodies:

*Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Housing and Economic Development Department*

Quantified Objective:

Not quantifiable.

Financing:

Staff time

ASSISTANCE FOR THE DEVELOPMENT OF HOUSING AFFORDABLE TO LOW- AND MODERATE-INCOME HOUSEHOLDS

Policy B: The City will provide housing opportunity for Watsonville's share of the regionwide housing need for all income groups, with priority given to very low- and low-income households.

Program B.1: The City will encourage the development of an appropriate number of new housing units annually. The planning staff will monitor new housing developments to ensure that a wide variety of housing types are being provided. In accordance with the city's affordable housing ordinance and the city's higher than average low-income population, the City will continue to vigorously pursue the development of housing, meeting the needs of its moderate-, low-, and very low-income residents. To ensure quality of life in Watsonville, these projects will be required to be consistent with general plan objectives for land use, open space, and the provision of public services. The City will continue priority processing of all projects with 50 percent or more of the units geared to moderate-, low-, and very low-income residents.

Discussion: The proposed rate of housing construction exceeds the average annual rate of construction of 159 units per year since 1980; however, it should be noted that the proposed rate of 280 units a year has been exceeded two times during the past ten years.

Responsible Bodies:

*Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Housing and Economic Development Department
Watsonville Public Works Department
Watsonville Building Department*

Quantified Objective:

The private development of housing, including at least 249 very low-, 102 low-, 411 moderate-, and 742 above moderate-income units between July 1, 1989 and July 1, 1996 (See Figure 6-2)

Financing:

Staff time

Program B.2: The City adopted in 1991 an affordable housing ordinance to ensure that developers build an adequate proportion of units affordable to lower- and moderate-income households. Developers of eight units or more are required to provide at least 25 percent of those units affordable to lower- or moderate-income households.

Responsible Bodies:

Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Housing and Economic Development
Department

Quantified Objective:

Provide an opportunity for development of at least 350 units for low- and very low-income households and 411 units for moderate-income households, as defined by AMBAG, through the affordable housing ordinance and other mechanisms.

Financing:

Staff time

Program B.3: The City will consider creating a permanent Housing Advisory Committee to advise the City Council on housing issues.

Responsible Bodies:

Watsonville Housing and Economic Development
Department, lead department
Watsonville City Council
Watsonville Planning Department

Quantified Objective:

Report to Council by 1993.

Financing:

Staff time

Program B.4: To the degree consistent with general plan policies, the City will favorably consider applications for rezoning and requests for special consideration under the affordable housing ordinance for the development of medium- to high-density (7 to 36 units per net acre) residential development within the city. In addition, mixed-use projects combining commercial and residential uses will be encouraged as will housing suitable for senior citizens, single heads of household families and single room occupancy housing. Furthermore, the City shall evaluate amending the zoning ordinance to permit cooperative housing for low and moderate income households. The evaluation shall include identifying the demand and financing mechanisms for such housing.

Responsible Bodies:

Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Redevelopment Agency
Watsonville Planning Commission
Watsonville Housing and Economic Development
Department

Quantified Objective:

In combination with Programs A-2, and B-5, it is anticipated that an additional 400-600 units can be built within the existing City limits.

Financing:

Staff time

Program B.5: As required by state law, the City will prepare and propose to the City Council an ordinance allowing a density bonus of at least 25 percent, and an additional incentive, or financially equivalent incentive(s), to a developer of a housing development who agrees to construct at least:

- a. 20 percent of the units for lower-income households; or
- b. 10 percent of the units for very low-income households; or
- c. 50 percent of the units for senior citizens

Responsible Bodies:

City Attorney's Office, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Planning Department

Quantified Objective:

Preparation and consideration of an implementing ordinance, including a procedure for evaluating preliminary applications, by January 1993.

Financing:

Staff time

Program B.6: The City will provide administrative assistance, development incentives and financial incentives to nonprofit housing development corporations, when acquiring sites and developing affordable housing for persons with low and moderate incomes. Assistance to provide very low-income units shall take precedence in the provision of direct

financial assistance by the City until those AMBAG designated needs have been met.

Discussion: The City has previously provided "bridge" financing to two projects and will continue to pursue such opportunities.

Responsible Bodies:

Watsonville Housing and Economic Development
Department, lead department
Watsonville City Council
Watsonville Redevelopment Agency
Watsonville Planning Commission
Watsonville Planning Department

Quantified Objective:

Development of at least 249 very low, 102 low and 411 moderate-income units by July 1, 1996.

Financing:

Staff time
Redevelopment Agency in-lieu fund

Program B.7: The City will use in-lieu fees from the affordable ordinance and the Redevelopment District 20 percent set aside to assist the development of housing affordable to very low-, low-, and moderate-income households. Assistance to provide very low-income units shall take precedence in the provision of direct financial assistance by the City until those AMBAG designated needs have been met. In addition, use of these funds to preserve or replace units at risk of conversion shall be analyzed. A "Use of Funds Plan" for these monies shall be prepared by city staff, for consideration by Council. The purpose of this plan is to outline possible use of funds and identify the most effective uses of funds, but not to preclude the use of funds for any project deemed to further the objectives of this Housing Element.

Responsible Bodies:

Watsonville Housing and Economic Development
Department, lead department
Watsonville City Council
Watsonville Redevelopment Agency
Watsonville Planning Commission
Watsonville Planning Department

Quantified Objective:

Assist in the accomplishment of at least 94 very low-

income units over and above those resulting from the affordable housing and density bonus ordinances by July 1, 1996.

Financing:

Staff time
In-Lieu Fee Fund
City/Redevelopment District Housing Set-Aside Funds

Program B.8: In the event that the current (June 1992) Santa Cruz Housing Authority refund/refinance proposal for the Meadow View Apartments is unsuccessful, the City shall meet with the entities involved to identify problem areas and methods to resolve the problems. It is recognized that the Santa Cruz Housing Authority is the controlling entity on this project; however, the City will consider providing technical assistance and/or financial assistance to support the success of future refund/refinance proposals for Meadow View. If all efforts at refund/refinance are unsuccessful, the City shall pursue, in cooperation with Santa Cruz Housing Authority, other efforts to preserve these units.

Responsible Bodies:

Watsonville Housing and Economic Development Department, lead City department
Santa Cruz County Housing Authority

Quantified Objective:

Preserve the equivalent of 38 affordable units at Meadow View prior to the expiration of the affordability controls in June of 1996.

Financing

Staff Time
Redevelopment Housing Set-Aside Funds
Community Development Block Grant Funds

Program B.9: The City will assist and participate in the purchase of mobilehome parks by low-income residents, as determined to be appropriate by the City Council, in order to preserve housing affordability.

Responsible Bodies:

Watsonville Department of Housing and Economic Development, lead department
Watsonville City Council
Watsonville Redevelopment Agency

*Watsonville Planning Commission
Watsonville Planning Department*

Quantified Objective:

The City staff will evaluate and forward to the Council all requests for assistance in the preservation of mobile home parks.

*Financing:
Staff time*

Program B.10: The City staff will prepare a report for Council consideration concerning the establishment of a new zoning designation for family mobile-home parks.

*Responsible Bodies:
Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission*

*Quantified Objective:
Report for Council consideration by 1993.*

*Financing:
Staff time*

Program B.11: Watsonville city staff will monitor the creation of jobs through issuance of business licenses and production of housing and evaluate the implementation of a "linkage" policy to ensure that new housing is developed to meet the needs of the existing and developing labor force within the Watsonville Planning Area. This policy is intended to encourage the creation and maintenance of a one-to-one jobs to resident labor force balance and to discourage the development of housing in Watsonville to meet the exported housing needs of adjoining communities.

*Responsible Bodies:
Watsonville Housing and Economic Development Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Planning Department
Watsonville Finance Department*

*Quantified Objective:
Report for consideration by the City Council by 1994.*

*Financing:
Staff time*

Program B.12: The City shall continue to periodically place Article 34 referenda on the ballot to maintain advance capacity to participate in the development, construction, and acquisition of low-rent housing.

Discussion: Article 34 of the California State Constitution requires state public entities to obtain voter approval before they "develop, construct, or acquire" a low-rent housing project. The voters have approved Article 34 authority each time it has been requested by the City.

*Responsible Bodies:
City Attorney's Office, lead department
Watsonville City Council*

*Watsonville Planning Department
Watsonville Housing and Economic Development Department*

*Quantified Objective:
As needed to retain advanced capacity.*

*Financing:
Staff time*

Program B.13: The City shall develop a program to assist low- and moderate-income households to become home owners.

*Responsible Bodies:
Watsonville Housing and Economic Development Department, lead department
Watsonville City Council
Watsonville Redevelopment Agency*

*Quantified Objective:
Not quantifiable.*

*Financing:
Staff time*

Program B.14: The City shall pursue attaining status as an entitlement city under the Community Development Block Grant Program to ensure guaranteed and continuous funding and therefore, the ability to plan expenditures on a multi-year basis.

Responsible Bodies:

*Watsonville Housing and Economic Development
Department, lead department
Watsonville City Council*

Quantified Objective:

Not quantifiable

Financing:

Staff time

Program B.15: The City will monitor the "risk of conversion" status of the two Federally Subsidized projects in the City (i.e.: Clifford Manor and Independence Square). If the risk status changes to "at risk," the City will prepare programs to pursue the preservation of these affordable units.

Responsible Bodies:

Watsonville Housing and Economic Development Department, lead department

Quantified Objective:

Not applicable

Financing:

Staff Time

Program B.16: The City will contact the owners of multifamily units that received CDBG rehabilitation loans with affordability restrictions that expire during the analysis period to determine if the units can be preserved as affordable in one of the following ways:

- a. The issuance of additional rehabilitation loans with requirements for continued affordability; or
- b. The receipt of Section 8 certificates or vouchers to ensure continued affordability.

If the private property owners do not wish to participate, the units will be considered lost.

Responsible Bodies:

*Watsonville Housing and Economic Development Department, lead department
Santa Cruz County Housing Authority*

Quantified Objective:

Preservation of 10 affordable units previously assisted with CDBG rehabilitation loans.

Financing:

Staff Time

Redevelopment Housing Set-Aside Funds

Community Development Block Grant Funds

SPECIAL NEEDS GROUPS

Policy C: The City will provide opportunity for, and encourage, the development of adequate housing for the city's special needs groups, including large families, female-headed families, farmworkers, the elderly, the disabled, and those in need of emergency shelter and transitional housing.

Program C.1: The city staff will evaluate and report to the City Council various incentive programs and requirements for affordable residential rental developments to provide two-, three-, four-, and five-bedroom units to meet the needs of the residents of Watsonville. This report shall evaluate opportunities to allow increased building height limits as an incentive to build larger units in addition to other requirements and incentives.

Discussion: For example, suppose a developer proposed 16 two-bedroom units on an acre of land where the allowable density was 16 units per acre and the maximum allowable square footage had also been reached. However, the City's housing need was for three- and four-bedroom units. The City would develop a mechanism to permit 16 units consisting of three- and four-bedroom units (and allow for flexibility in the maximum allowable square footage).

Responsible Bodies:

*Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission*

Quantified Objective:

Strive to provide 28 percent of all rental units with four or more bedrooms and an additional 11 percent of all rental units with two or three bedrooms. Report to the City Council for consideration by January 1994.

Financing:
Staff time

Program C.2: The City shall continue to support the Watsonville Housing Improvement Program which provides housing rehabilitation funds to low- and very low-income owners of housing for the purposes of allowing or promoting bedroom additions to relieve overcrowding.

Responsible Bodies:
Watsonville Housing and Economic Development
Department, lead department
Watsonville City Council
Watsonville Planning Department

Quantified Objective:
Continue operation of this successful program

Financing:
Staff time
CDBG funds
Redevelopment set-aside funds

Program C.3: The City of Watsonville will work with developers, architects, and representatives of the single-parent population to develop suitable plans for shared-living developments that meet the needs of these populations. An inventory of methods to promote the actual construction of these types of units shall also be developed. Methods may include, but not be limited to, incentives, alternative financing, and cooperative ventures. An outline of support programs for living and job skill training shall also be provided. Financing through the State Family Housing Demonstration Program (FHDP) will be specifically evaluated.

Responsible Bodies:
Watsonville Housing and Economic Development
Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Planning Department

Quantified Objective:
Provide alternative conceptual layout plans and report outlining methods to promote the development of such units by 1994. The City will strive to assist a private and/or non-profit organization in the implementation of a com-

munity or congregate housing project geared to assisting 2-10 or more single parent families in achieving independence.

Financing:
Staff time

Program C.4: The city staff will prepare a report for consideration by the City Council analyzing opportunities within the development process to encourage the establishment of quality, affordable child care, elder care, and other types of care facilities to meet the needs of the single head of household, dual working parent, homeless, and elderly special needs populations. In addition, the City shall consider adopting an ordinance requiring a child care facility in residential developments of 100 units or more.

Responsible Bodies:
Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission

Quantified Objective:
Report to Council by January 1994.

Financing:
Staff time

Program C.5: City staff should work with non-profit housing developers to determine the special needs of resident farmworker households and the availability of funding mechanisms to initiate a cooperative housing program. The needs of resident farmworkers are to be accounted for in programs directed at the construction of affordable housing in Watsonville. In addition, the City shall consider adopting an ordinance permitting single room occupancy structures (SROs) by January 1993.

Responsible Bodies:
Watsonville Planning Department, lead department for SRO
Watsonville City Council
Watsonville Planning Commission
Watsonville Housing and Economic Development Department, lead department for identifying funding mechanisms

Quantified Objective:

Program to be developed for consideration by Council by January 1993

Financing:

Staff time

Program C.6: The City will provide technical assistance to market and non-profit developers who sponsor subsidized housing and farmworker housing for very low-, low-, and moderate-income farmworkers.

Responsible Bodies:

Watsonville Housing and Economic Development Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Planning Department

Quantified Objective:

Provide technical assistance as needed

Financing:

Staff time

Program C.7: The City shall assist the Santa Cruz County Housing Authority and Santa Cruz County and Monterey County Planning Departments in identifying land for migrant farmworker housing. Location criteria should include provision of housing opportunities near job sites.

Responsible Bodies:

Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission
Santa Cruz County Housing Authority
Santa Cruz and Monterey County Planning Departments

Quantified Objective:

Meeting with city staff and the County staff by 1993 to outline a plan of action.

Financing:

Staff time

Program C.8: The City shall continue to develop and maintain an inventory of vacant and under-utilized sites adjacent to the City limits, which are suit-

able for housing for both seasonal and permanent farmworker households.

Responsible Bodies:

Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission
Santa Cruz and Monterey County Planning Departments

Quantified Objective:

Inventory to be reviewed and updated on an annual basis

Financing:

Staff time

Program C.9: The City will continue to support the use by non-profit groups of HUD 202 (low interest) and other housing assistance programs financing for construction of housing for the elderly and disabled.

Responsible Bodies:

Watsonville Housing and Economic Development Department, lead department
Watsonville City Council
Watsonville Planning Commission

Quantified Objective:

Addition of approximately, but not limited to, 80 units specifically designed for elderly or handicapped individuals between July 1, 1991 and July 1, 1996.

Financing:

Staff time

Program C.10: To expand the supply of small housing units intended for the occupancy of one or two persons, aged 62 or older, the City has amended the zoning ordinance to provide for secondary housing units on all conforming lots in the R-1 Single-family residential zone. The total supply of secondary housing units shall be controlled by conditional use permit with no more than one secondary unit per lot.

Responsible Bodies:

Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission

Quantified Objective:

Addition of approximately, but not limited to, five secondary housing units per year through July 1, 1996

Financing:

Staff time

Program C.11: The City will identify, in cooperation with other agencies, two to four possible sites in the city suitable for additional emergency shelters, transitional housing, and single room occupancy housing for 25 percent of the identified unmet homeless and transitional housing need. The expansion capability at existing sites shall also be evaluated. Use of these sites for other purposes shall not be precluded by their inclusion on this list.

Responsible Bodies:

*Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Housing and Economic Development Department*

Quantified Objective:

Two to four sites to address the needs of 160 persons (inclusive of families) identified by 1996.

Financing:

Staff time

Program C.12:

The City will cooperate with private and public programs to provide emergency housing services for the homeless.

Responsible Bodies:

*Watsonville City Manager's Office, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Planning Department
Watsonville Housing and Economic Development Department*

Quantified Objective:

Not quantifiable

Financing:

Staff time

Program C.13: The City shall continue to provide operating funds for social services.

Discussion: The City provides money for the operation of social service providers such as Defensa Mujeres, who provide services for battered women, and the Community Action Board, who provide emergency shelter services.

Responsible Bodies:

*Watsonville Housing and Economic Development Department, lead department
Watsonville City Council
Watsonville Planning Department*

Quantified Objective:

Not quantifiable

Financing:

*Staff time
General Fund*

REMOVAL OF GOVERNMENTAL AND NON-GOVERNMENTAL CONSTRAINTS ON THE DEVELOPMENT, CONSERVATION, AND REHABILITATION OF HOUSING.

Policy D: The City of Watsonville will evaluate whether the city's site improvement standards, development review procedures, and development fees form a constraint to the development, conservation, and rehabilitation of housing.

Program D.1: The city staff will review site improvement standards for parking and infrastructure requirements for streets to ensure that the standards do not unnecessarily constrain the development, conservation, and rehabilitation of housing. A report for Council consideration will be prepared.

Responsible Bodies:

*Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Public Works Department*

Quantified Objective:

Completion of report for Council consideration by July 1, 1993

Financing:
Staff time

Program D.2: The Redevelopment Agency will evaluate requests to lend housing Set-Aside Funds for fees related to the development of affordable housing.

Responsible Bodies:
Watsonville Housing and Economic Development Department, lead department
Watsonville City Council
Watsonville Redevelopment Agency
Watsonville Planning Commission
Watsonville Planning Department

Quantified Objective:
Completion of report for Council consideration by 1993

Financing:
Staff time

Policy E: The City shall ensure the availability of adequate public facilities for the expected housing in the city.

Program E.1: The City shall continue to plan for the adequate provision of water, wastewater treatment, and solid waste disposal capacity to meet the needs of expected population growth through 2005. These proposals are outlined in the Public Facilities Element of *Watsonville 2005*.

Responsible Bodies:
Watsonville Utilities Department, lead department
Watsonville Planning Department

Quantified Objective:
Not quantifiable

Financing:
Staff time

Program E.2: The City shall require water conservation measures such as low-flow plumbing and low-water use/drought tolerant landscaping in all new developments. Emphasis will be not only on conserving water in new developments, but also reducing the demand for water in existing developments, with the goal of two new retro-fits for every new unit with low-flow plumbing.

Responsible Bodies:
Watsonville Utilities Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Planning Department
Watsonville Public Works Department
Watsonville Building Department

Quantified Objective:
Reduction in per household water demand for all new units constructed

Financing:
Staff time

Program E.3: The City of Watsonville shall carefully review all plans and proposed policies of the Monterey Bay Air Quality Management Board, Regional Transportation Commission, Pajaro Valley Water Management Agency, Santa Cruz County, and LAFCO, and will work with those agencies to negotiate standards that do not unnecessarily constrain Watsonville's ability to meet its existing and future housing need.

Responsible Bodies:
Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Housing and Economic Development Department
Watsonville Public Works Department
Watsonville Utilities Department

Quantified Objective:
Not quantifiable

Financing:
Staff time

Program E.4: The City shall take a position on the increasing amount of State legislation which constrains the production of affordable housing.

Responsible Body:
Watsonville City Manager's Office

Quantified Objective:
Not quantifiable

Financing:
Staff time

CONSERVATION AND IMPROVEMENT OF THE HOUSING STOCK

Policy F: The City will continue rehabilitation programs to upgrade housing units throughout the city.

Program F.1: The City will continue to promote preservation and rehabilitation of historical and architecturally significant buildings. This policy will include design review for the conversion of large, single-family structures to multi-family use.

Responsible Bodies:
Watsonville Planning Department, lead department
Design Review Commission

Quantified Objective:
Ongoing program

Financing:
Staff time

Program F.2: The City will continue to use rehabilitation loan payments to maintain a revolving fund for future rehabilitation projects.

Responsible Bodies:
Watsonville Housing and Economic Development Department, lead department
Watsonville Planning Department

Quantified Objective:
Not quantifiable

Financing:
Revolving Loan Fund

Program F.3: The Housing and Economic Development Department will continue to confer with federal, state, and local housing officials to monitor the availability of housing assistance programs, tax credits, participation in tax-exempt mortgage revenue financing, and other opportunities for the development of moderate-cost housing and the preservation of historic structures.

Responsible Body:
Watsonville Housing and Economic Development Department, lead department
Watsonville Planning Department

Quantified Objective:
Ongoing program

Financing:
Staff time

Program F.4: To maintain the quality and affordability of older neighborhoods, the City shall continue to pursue the Watsonville Housing Improvement Program (WHIP) and its participation in the Community Development Block Grant and Rental Rehabilitation programs. Further, the City will continue to encourage private sector investment to achieve similar objectives. One objective of this program will be to rehabilitate up to 25-30 housing units per year.

Discussion: The City's existing, award-winning rental rehabilitation program is successful.

Responsible Bodies:
Watsonville Housing and Economic Development Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Planning Department

Quantified Objective:
125-150 units rehabilitated between July 1, 1991 and July 1, 1996

Financing:
Community Development Block Grant Funds and other available programs

Program F.5: The policy of preventing the conversion of rental housing to owner-occupied housing will remain in effect unless the vacancy rate for the city is greater than 3 percent. Exception to this policy shall be granted when the applicant for approval of conversion agrees to provide four out of every ten dwelling units (40 percent) to households of moderate or lower income. The Planning Department will conduct semi-annual vacancy surveys to determine the vacancy rate.

Responsible Body:
Watsonville Planning Department

Quantified Objective:
Vacancy survey to be conducted twice a year through July 1, 1996.

Financing:
Staff time

Program F.6: The City of Watsonville will work with the Santa Cruz County Housing Authority to preserve and improve existing affordable housing in Watsonville. This policy also includes continued cooperation with the Housing Authority of Santa Cruz County and other non-profit developers in the development of new or substantially rehabilitated Section 8 housing units. Further, the City shall leverage federal and state financial aid programs for the rehabilitation of substandard housing.

Responsible Bodies:
Watsonville Planning Department, co-leading department
Watsonville Housing and Economic Development Department, co-leading department

Quantified Objective:
75 units rehabilitated between July 1, 1991 and July 1, 1996

Financing:
Community Development Block Grant Funds and other available programs

Program F.7: The City will continue to pursue improvement of its code enforcement program to ensure that the housing stock of Watsonville provides a safe and healthy living environment without undue cost burdens that can adversely impact affordability. Establish a city staff Code Enforcement Committee to monitor code enforcement and inspections, and arrange for financing mechanisms to provide housing for families displaced by code enforcement. The City will work with community organizations in considering code enforcement and will consider a relocation assistance ordinance and a right of refusal policy.

Responsible Bodies:
Watsonville City Attorney, lead department
Watsonville Planning Department

Watsonville Building Department
Watsonville Fire Department

Quantified Objective:
Not quantifiable

Financing:
Community Development Block Grant Funds and other available programs

PROMOTION OF EQUAL HOUSING OPPORTUNITY

Policy G: The City will support efforts to prevent housing discrimination on the basis of race, ancestry, sex, sexual orientation, religion, age, marital status, children, or disability.

Program G.1: The City will continue to support the Office of Fair Employment and Housing for the State of California and refer all alleged cases of discrimination to them. The City will continue to support equal opportunity lending programs and to certify that non-discriminatory practices will be followed in the selection of residents for participation in the Watsonville Housing Improvement Program.

Discussion: The California Office of Fair Share Employment and Housing in San Jose has both a full-time Spanish speaking consultant and a Spanish speaking clerk to register complaints about housing discrimination.

Responsible Bodies:
Watsonville City Attorney, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Planning Department
Watsonville Housing and Economic Development Department

Quantified Objective:
Not quantifiable

Financing:
Staff time

Program G.2: The City will provide information on housing discrimination and the resources

available to victims of discrimination, in both English and Spanish, as requested.

Responsible Bodies:

Watsonville City Clerk, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Planning Department
Watsonville Housing and Economic Development Department

Quantified Objective:

Printed material, in both English and Spanish, to be available at city hall and the public library by 1992

Financing:

Staff time

Program G.3: It will continue to be the policy of the City of Watsonville to distribute low- and moderate-income housing throughout the city. A map showing the location of existing and new affordable developments of eight units or more shall be included in the report referred to in Program I.1.

Responsible Bodies:

Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Housing and Economic Development Department

Quantified Objective:

Lower- and moderate-income assisted housing should account for no more than 50 percent of the maximum potential number of housing units in any one census tract at build-out. Mapping of all affordable projects of eight units or more.

Financing:

Staff time

ENERGY CONSERVATION

Policy H: The City will promote energy efficiency in existing and new housing in Watsonville.

Program H.1: Energy efficiency in new housing will be required as a design feature in all housing development proposals of five or more units. The

use of high efficiency appliances will be encouraged as will energy efficient site orientation and the use of solar heating systems, and the location of housing near job centers.

Responsible Bodies:

Watsonville Building Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Planning Department
Watsonville Public Works Department

Quantified Objective:

Not quantifiable

Financing:

Staff time

Program H.2: The Building Department will continue to require Title 24 Energy compliance.

Responsible Body:

Watsonville Building Department

Quantified Objective:

Not quantifiable.

Financing:

Staff time

MONITORING PROGRAMS

Policy I: The City of Watsonville will monitor its progress in the achievement of the objectives of this Housing Element.

Program I.1: The City will annually review and evaluate progress towards achievement of the Housing Element objectives (Figure 6-2). Staff will prepare a report for review by Council. That report will be forwarded to the State Department of Housing and Community Development within 30 days of Council review as required by state law.

Responsible Bodies:

Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Housing and Economic Development Department

Quantified Objective:

Annual report for Council review and forwarding to the State HCD describing the progress made on Housing Element programs.

Financing:

Staff time

Program I.2: The City will assess the affordability of all new housing units developed within the city, in order to monitor progress towards meeting the regional housing needs goals and housing needs of the community.

Responsible Bodies:

Watsonville Planning Department, lead department
Watsonville City Council
Watsonville Planning Commission
Watsonville Housing and Economic Development Department

Quantified Objective:

The City will evaluate affordability of all housing units developed after January 1, 1991. Progress toward meeting these goals shall be included in the progress report described in Program I-1.

Financing:

Staff time

Figure 6-2 Summary: Quantified Objectives by Income Category

Income Category	New Construction	Rehabilitation	Conservation
Very Low-income	249	146	
Low-income	102	54	56**
Moderate-income	411	25	
Above Moderate-income	742	0*	0*
TOTAL	1,504	225	56**

Notes:

* The City will continue to encourage the maintenance, rehabilitation and conservation of above moderate-income housing, but is not establishing a specific objective because this is not a significant housing issue in Watsonville.

** In addition to the conservation of "at risk" units, this number includes affordable units conserved in 1991 that were not part of the required "at risk" inventory. The City also proposes to require one for one replacement of any affordable housing unit demolished or destroyed as a result of new housing construction. Conserved units are not distributed into specific categories within the affordable range because current affordability restrictions do not specify a particular required affordability level.

Source: Alexander & Associates, 1992



Photo: Courtesy of the Register-Pajaronian

A 42-unit subsidized apartment complex was completed in 1994 by Community Housing Improvement Systems and Planning Associates, known as CHISPA.

7 CHILDREN AND YOUTH

GOAL

In recognition of the right of children and youth of the City of Watsonville to live in a community which ensures a secure, healthy, and safe environment, the City is committed to establishing programs, services, and facilities which support and address the needs of children, youth, and families.

Goal 7.1 Children and Youth

Ensure a secure, healthy, and safe environment for the children and youth of the City of Watsonville and provide opportunities for them to develop to their fullest potential.

POLICY STATEMENTS

Policy 7.A Planning for Children, Youth, and Families.

The City of Watsonville is committed to providing and promoting a safe, secure, protective, healthy, and stimulating community environment for its children, youth, and families.

With regard to both existing and future conditions, the City of Watsonville shall bear this commitment in mind as it considers the direct and indirect impact of its actions on children, youth, and families as it makes decisions and during the planning processes in all areas of land use, development, zoning, transportation, human services, social services, health services, and mental health services.

Policy 7.B Affordable Housing and Adequate Shelters.

The City of Watsonville shall be an active participant in community efforts to facilitate transitional and affordable housing resources and services. Additionally, the City shall promote and expand existing services such as temporary shelters and shelters for

runaways. The goal is to assure each child, youth, and family a permanent home, reducing and preventing the trauma of chronic homelessness.

Policy 7.C Food for All Children, Youth, and Families in Time of Emergency and Daily Survival.

The City of Watsonville shall cooperate with appropriate agencies to establish nutritional standards for food and daily meals for children, youth, and families and shall cooperate with non-profit and governmental agencies in Watsonville toward the goal of adequate and appropriate nutrition for children, youth, and families in time of emergency as well as for daily survival.

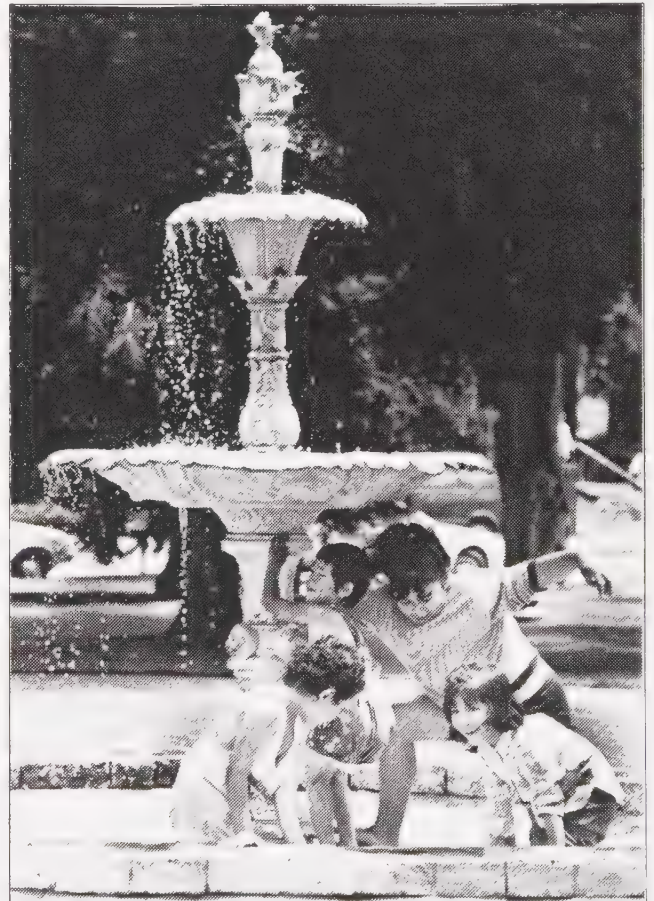


Photo: Courtesy of the Register-Pajaronian

Children enjoy the Plaza fountain in downtown Watsonville.

Policy 7.D Expansion of Transportation Systems for Children, Youth, and Families.

The City of Watsonville shall participate in the coordination of transportation access, education, and safety of current transportation systems, and shall create guidelines for future development of public transportation for children, youth, and families.

The City of Watsonville shall work cooperatively with the County of Santa Cruz, school districts, the County Office of Education, and other organizations and agencies that serve children to coordinate viable transportation systems for children, youth, and families.

Policy 7.E Educational and Training Systems.

The City of Watsonville shall collaborate with the Pajaro Valley School District, area community college districts, private schools, and the University of California in order to maximize educational, developmental, and learning opportunities for all children, youth, and parents. Through joint use of facilities, cooperative agreements for staffing, sharing of expertise, and provision of programs and services, the City of Watsonville shall participate in the development of innovative methods by which developmentally appropriate activities, educational opportunities, and training can be provided.

The City of Watsonville is committed to working with educational, health care, social service, and recreational organizations to provide training opportunities for those professionals who work with children, youth, and families.

Policy 7.F Truancy/Drop-out Prevention.

The City of Watsonville shall work with school districts, juvenile justice agencies, recreation departments, law enforcement, and community-based non-profit agencies to provide intervention and guidance to children, youth, and families in an effort to reduce truancy, drop-out rates, teen pregnancies, alcohol and drug abuse, preventable injuries to children, abuse, neglect, violence in the home, hunger, homelessness, and other factors that contribute to educational failure.

Policy 7.G Quality Child Care.

The City of Watsonville is committed to expediting and facilitating the development of accessible, affordable, and quality child care spaces to meet the demand for services.

The City of Watsonville shall encourage private and non-profit development of child care spaces through the development of partnerships and shared resources.

Policy 7.H Families in the Workplace.

The City of Watsonville shall assume leadership in providing a workplace supportive of families by implementing family-oriented employment policies that enable all families to meet their responsibilities at home and at work. These may include health insurance, child care, elder care, employee assistance, family leave, flexible work hours, and prorated benefits for less than full-time work.

The City of Watsonville shall encourage the private sector to implement similar family-oriented personnel policies.

Policy 7.I Awareness of Watsonville's Rich Cultural Diversity.

The City of Watsonville shall provide an atmosphere for children, youth, and families that encourages understanding, awareness, and respect of the community's cultural diversity.

The City of Watsonville shall serve as a model, as well as encourage the public, private, and non-profit sectors in the development of programs for children, youth, and families that promote understanding, appreciation, and respect for cultural diversity.

Policy 7.J Youth Participation and Opportunities for Leadership Development.

The City of Watsonville shall take a proactive role in the development of youth issues and programs by supporting existing programs and services as well as promoting expansion of such services as the need demands. The City shall promote youth leadership programs through youth-serving agencies. The City shall concentrate on the development of youth

empowerment and on developing self-esteem-building programs for children and youth.

Policy 7.K Enrichment Opportunities through Recreation and Cultural Arts Programs.

The City of Watsonville shall provide a full range of recreation and cultural programs and activities for all children, youth, and families in Watsonville. The City shall promote and encourage these programs and activities in cooperation with cities, agencies, and organizations.

Policy 7.L Safe, Protective Environments.

The City of Watsonville is committed to promoting safe and secure environments wherever children, youth, and families gather.

The City of Watsonville, recognizing that its responsibility for protecting children, youth, and families can best be met by preventing the potential causes of harm, commits itself to aggressive prevention and early intervention efforts to reduce the likelihood of youth violence, violence against youth, gangs, childhood injury, prenatal exposure to drugs and alcohol, abuse, neglect and exploitation, drug and alcohol abuse, suicide, youth homicide, and unsafe sexual practices.

Policy 7.M Access to Physical and Mental Health Services for All Children, Youth, and Families.

The City of Watsonville shall assume a leadership role in promoting community awareness of children/youth's physical and mental health issues and in developing appropriate resources for children, youth, and families.

Policy 7.N Advocacy for Children, Youth, and Family Concerns.

The City of Watsonville recognizes the need for increased resources and services for children, youth, and families. The City also recognizes that legislative action may be necessary to establish funding priorities and enact health and safety measures for children and youth. The City of Watsonville shall advocate for legislation supporting better child,

youth-, and family-centered policies and increased funding for programs and services at the local, state, and national levels.

The City of Watsonville recognizes its responsibility to raise the awareness of the general population regarding the plight of children, youth, and families in Watsonville. The City Council shall therefore consider preparation of an annual "State of Children, Youth, and Families in the City of Watsonville" report to be prepared and made public.

Policy 7.O Financial Support.

The City of Watsonville recognizes its responsibility in identifying and establishing broad-based funding sources and priorities in order to meet the goals of this policy. The City shall:

- Establish children, youth, and families as a priority throughout the annual budget process
- Annually review the city budget to determine where funds can be re-directed to children, youth, and families
- Enlist the business community to support the policies in tangible ways
- Identify public and private sources of funding for children, youth, and families.

SUMMARY

The purpose of this chapter on Children, Youth, and Families is to assure that as Watsonville grows and develops, the safety, health, education, and care of children, youth, and families is considered in every phase of growth.

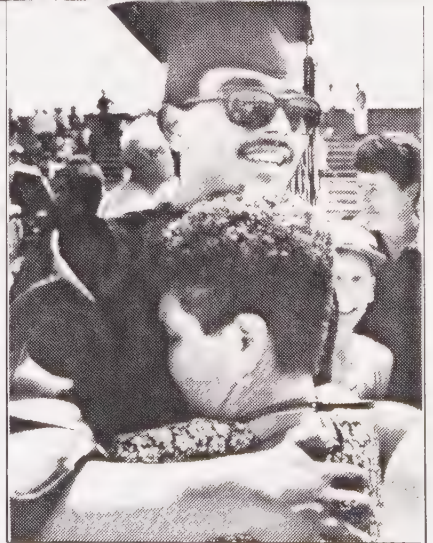
The City of Watsonville will continually seek to maximize existing resources and services as well as seek new broad-based resources to support services for children, youth, and families. Coordination of the delivery system for services to children, youth, and families is a high priority. It is hoped that the county, state, and federal governments will join the City of Watsonville in its commitment to plan for our collective future by caring for our children, youth, and families.



A.



B.



C.

Photos: Courtesy of the Register-Pajaronian

- A. Students at Watsonville High School have taken the popular Broadway play "West Side Story" and presented it to a packed house at the Henry J. Mellow Performing Arts Center at the school.
- B. Strong pitching and a good-hitting lineup were the keys for the 1993 SCCAL champion Watsonville High School softball team.
- C. Watsonville High graduate hugs mom after the ceremonies.

8 RECREATION AND PARKS

INTRODUCTION AND BACKGROUND

Recreation has been defined as a basic human need that is essential for the physical and mental well-being of the individual and society; parks and recreation are an important part of community life in Watsonville. The City takes an active role in providing park and recreation services with three primary objectives:

1. The provision of parks and recreation facilities in proportion to the population of Watsonville.
2. The provision of a wide variety of recreation services to meet the needs of a diverse population.
3. The promotion and coordination of recreation programs sponsored by community organizations that utilize city facilities.

This chapter in part satisfies requirements of the Open Space Element mandated by state planning law. Policies and implementation measures are set forth to meet state requirements, address community concern, and to accomplishing the above listed objectives. The Environmental Resource Management chapter (9) addresses protection of open space and conservation of other natural resources.

COMMUNITY CONCERNS

In 1992, the City of Watsonville completed the *Parks and Open Space Master Plan*, a comprehensive study of the community's parks and recreation needs and the opportunities for acquisition and development available to the city. The Master Plan addresses concerns identified during studies conducted by the City in 1983 and 1991, and during public input processes conducted as a part of the community outreach program in 1989. The following issues were identified:

- Can the City continue to provide, develop and maintain an areawide network of neighborhood and community parks?

- Can land for parks be identified, reserved, and acquired for future park use?
- Can adequate funding sources be provided for park and recreation facilities?
- Can new private development projects be made to contribute toward the provision of public recreational facilities?
- Can joint agreements between the City and the Pajaro Valley Unified School District and other



Photo: Courtesy of the Register-Pajaronian

Anglers waited patiently at the annual fishing derby at Pinto Lake City Park. The All-American Kids Fish Free Derby is sponsored by the Watsonville Recreation and Parks Department.

agencies be established to maximize the provision of neighborhood park and recreation facilities in conjunction with the development of new school sites?

- Are current park in-lieu fees adequate for maintaining existing park facilities and also acquiring new park sites?
- Are current recreation programs responsive to the diverse needs of the Watsonville population with regard to:
 - a. Safe access to park and playground facilities for the very young?
 - b. Suitable activities for the large elderly population?
 - c. Ethnic preferences of the large Hispanic population?
 - d. Convenient and affordable recreation programs for low-income, single-parent households?
- Is the Recreation and Parks Commission responsive to public participation in the design and delivery of recreation programs?

In preparing the *Parks and Open Space Master Plan* of 1992, the City conducted three public workshops and distributed a questionnaire to interested residents, staff, and related public agencies to assess current community needs. The public input helped identify the following additional concerns:

Active Recreation Facilities

1. Facilities are over-used and some conflicts occur between users. The city needs more sports fields.
2. The City should consider a "swim-gym" facility and a golf course.
3. Play areas for children are popular and heavily used.
4. Basketball courts are heavily used, while existing tennis courts seem to meet current demand and are not a high priority.

Trails

1. Residents expressed the desire for a bicycle/pedestrian trail connecting recreational facilities throughout the city.

2. Improved bicycle access to downtown is desired.
3. The Salsipuedes Creek and Pajaro River levee is currently used as a trail, although it is not officially authorized by Santa Cruz County. Portions of the levee are perceived as unsafe due to broken glass, lack of visibility, and presence of homeless people.

Recreation Programs

Residents are generally satisfied with the existing recreation programs provided by the City. The desire for programs to continue to focus on the needs of youth, with modifications to after school and day care programs if schools adopt a year-round schedule, was also expressed.

Passive Recreation/Environmental Education

Watsonville's natural wetlands provide an opportunity for limited wetland access and educational facilities such as interpretive signage, observation decks, and kiosks.

EXISTING PARK FACILITIES

Watsonville's park system consists of ten small vest pocket parks, four neighborhood parks, and two community parks. These 16 facilities occupy a total of 137 acres, and consist of 67 acres of land area and 70 acres of surface water at Pinto Lake. In addition to developed park areas, the city also has preserved as passive open space two small urban open spaces, and much of the natural drainage network provided by the Watsonville, Struve, and West Branch Struve Sloughs. The 1992 Park Inventory is shown in Figure 8-1.

City residents are fortunate in having a number of easily accessible state and county park facilities within a 20-minute drive. These recreational areas include: Nisene Marks State Park, New Brighton and Sunset State Beach and Campground, Manresa, Seacliff, Zmudowski, Moss Landing, and Salinas River State Beaches, Pinto Lake County Park, the special event facilities of the Santa Cruz County Fairgrounds, the magnificent scenery of Mt. Madonna County Park in Santa Clara County, as well as trail and bike access along the Pajaro River.

NEED FOR FUTURE PARK FACILITIES

The park classification standards shown in Figure 8-2 and the following criteria were used by the City of Watsonville in developing its plans for park and recreation needs on an areawide basis.

1. Neighborhood park facilities should be within one-half mile of all residential areas.
2. Park and recreation facility design shall include provisions for functional design and considerations for visual impact on the surrounding neighborhood.
3. Equipment and facility design shall include design considerations for all age groups and the disabled, with emphasis on facilities for children and youth.
4. Passive open space elements such as trails, wetlands and riparian corridors shall be protected from active recreation use.
5. Trails shall be provided connecting recreation facilities in the community.

In addition, Watsonville considers the following criteria when planning park facilities:

1. A sufficient amount of land for the needs of the population.
2. An appropriate geographic distribution of park and recreation facilities.
3. A variety of facilities and programs to meet the needs of all age groups, with emphasis on the needs of children and youth.
4. A preference for new neighborhood parks over vest pocket parks.

The City can assess the need for future parks and prepare guidelines for the provision of park facilities by applying the above criteria and the classification system shown in Figure 8-2 to the projected population within the city and urban limit line for the year 2005. The needed park area takes into account the provision of neighborhood facilities combined with school site development. Figure 8-3 summarizes the city's 1990 inventory of parkland and the acreages of parkland needed by 2005 to meet the city's standards. Figure 8-4 depicts the distribution of parks in 1992 and future park locations.

Figure 8-1 1992 Watsonville Park Inventory

Vest Pocket Parks	Size (Acres)
1. Atri	0.3
2. Brentwood	0.4
3. Bronte	0.3
4. City Plaza	1.4
5. Crestview	1.5
6. Flodberg	1.0
7. Marinovich	1.0
8. Peace Drive	1.4
9. River	1.4
10. River "mini"	0.3
TOTAL	9.0
Neighborhood Parks	Size (Acres)
11. Callaghan	2.7
12. EA Hall School Site	10.0
13. Joyce/McKenzie	2.0
14. Starlight School Site	3.0
TOTAL	17.7
Community Parks	Size (Acres)
15. Pinto Lake	78.5*
16. Ramsay	32.1
TOTAL	110.6
Urban Open Space	Size (Acres)
17. Memorial	0.2
18. Melwood "Walk-Through"	0.2
TOTAL	0.4
TOTAL PARK ACREAGE	137.7

* 70 acres of water surface plus 8.5 acres of land area.

Source: Parks and Open Space Master Plan, 1992

RECREATION SERVICES

The Recreation and Parks Department provides a variety of recreation services, including athletic, cultural, and educational opportunities at City-owned parks and recreation facilities.

The Watsonville Youth Center, located in the central business district, provides indoor facilities for youth aged 6-17 years. The Watsonville Community Center, located at Marinovich Park, is utilized for youth and adult activities and is available to the community for rental use. The Watsonville Senior Center is

leased to the Association of Watsonville Area Seniors, Inc., an organization providing comprehensive services for senior citizens, including a congregate meal program. The City also encourages the use of City-owned facilities by youth-serving non-profit baseball, softball, and soccer groups.

In addition to City-owned facilities, the Recreation and Parks Department utilizes facilities of the Pajaro Valley Unified School District, including jointly developed school-parks such as EA Hall Middle School and Starlight Elementary School, the

Figure 8-2 Watsonville Parks Definitions

Park Type	Size (Acres)	Service Area	City Standard of Park Acres per 1,000 Population
Vest Pocket	1/2 – 2	1/4-mile radius	2
Neighborhood	2 – 10	1/2-mile radius	
Community	20+	Citywide	3 ¹

1 Includes Community Parks and Special Use Facilities

Source: Parks and Open Space Master Plan, 1992

Figure 8-3 Population Projections and Park Acreage Requirements

	Population	Current City Standard of Park Acres per 1000 Population	Total Park Acreage Required to Meet Standard	Current City Park Acreage ¹	Additional Required to Meet Standard
1990	31,099 ²	5	155	67	88
2005	50,500 ³	5	253 ⁴	67	186

1 Includes Starlight and EA Hall Schools. Does not include surface water at Pinto Lake.

2 Based on 1990 City limit.

3 Based on 1990 City limit plus land within the urban limit line.

4 101 acres of vest pocket and neighborhood parks and 152 acres of community parks

Source: Parks and Open Space Plan, City of Watsonville, 1992

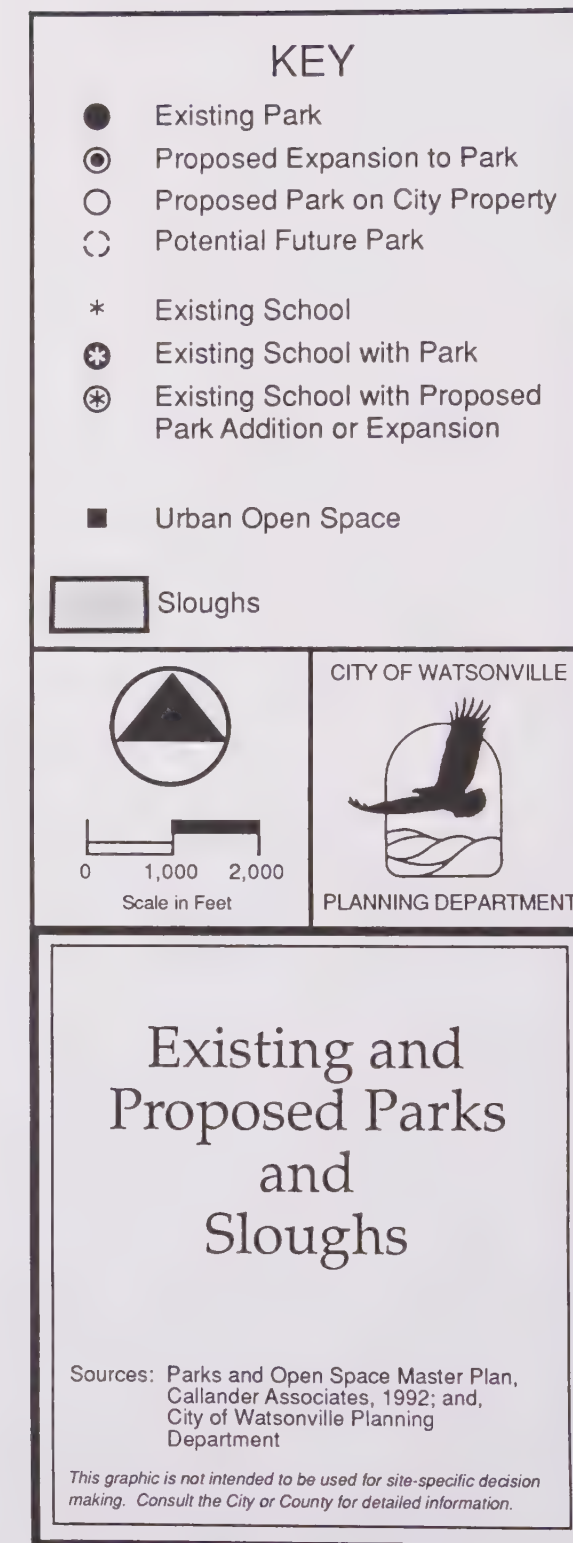


Figure 8-4

Watsonville High School swimming pool, and various school gymnasiums.

The Watsonville area contains a large proportion of very young children, youth, and senior citizens. Their leisure time and recreational activities are a priority concern to the City.

GOALS FOR RECREATION AND PARKS

The community's strong interest in parks and recreation is supported by the following goals:

Goal 8.1 Community Needs

Enhance the quality of life by assuring the provision of services, programs, and facilities that reflect the leisure needs and desires of the community.

Goal 8.2 Facilities

Provide a full range of park and recreation facilities including active recreation areas, passive natural open spaces, and a bicycle/pedestrian trail system.

Goal 8.3 Park Distribution

Provide an areawide distribution of neighborhood parks consistent with the 1992 *Parks and Open Space Master Plan*.

Goal 8.4 Recreation Programs

Provide a comprehensive program of recreational services for all ages, with emphasis on programs for children and youth.

POLICIES AND IMPLEMENTATION MEASURES

The policies for parks and recreation serve to implement city standards for these services which are used on an areawide basis.

Policy 8.A Recreation and Parks Planning

The City shall plan for park and recreation needs in coordination with the Pajaro Valley Unified School District, Santa Cruz County, and other groups to meet the demands of the growing population.

Implementation Measures

Measure 4.E.1 (page 64) also addresses this policy.

- 8.A.1 Parks and Open Space Master Plan – The City shall consult the 1992 *Parks and Open Space Master Plan*. The City shall consider the adoption of the 1992 *Parks and Open Space Master Plan* accepted by the Council in 1992.
- 8.A.2 Support Groups – The City shall cooperate with and encourage the formation of resident support groups for the purpose of fund-raising, special events, resident participation, and program design.
- 8.A.3 County Coordination – The City shall consult with and advise Santa Cruz County and Monterey County on the development of parks, recreation facilities, and a trail network to serve the Watsonville area.
- 8.A.4 Passive Open Space – The Recreation and Parks Commission shall use the adopted policies for Environmental Resource Management to protect the passive open space provided by the riparian corridors along Corralitos Creek, Salsipuedes Creek, the Pajaro River, and the wetland areas of Watsonville, Struve, and West Branch Struve Sloughs.

Policy 8.B Park Acquisition and Development

The City shall designate sites for future parks and recreation facilities and shall continue to finance, acquire, and develop park facilities consistent with the Watsonville park standards and in proportion to population growth in Watsonville.

Implementation Measures

- 8.B.1 Park Development Priorities – The City shall consult the 1992 *Parks and Open Space Master*

Plan phasing recommendations and prepare an annual parks and recreation development priority list for implementation.

- 8.B.2** Financing – The City shall investigate the use of park and recreation impact fees, federal and state grants, assessment districts, property transfer tax, private donations, general fund, redevelopment agency, joint projects, general obligation bonds, user fees, concessions, corporate sponsorship, non-profit foundations, public private partnerships, transfer of development rights, alternative acquisition techniques to finance park site acquisition and facilities development.
- 8.B.3** Land Dedication – The City shall require that residential subdivisions dedicate land area to the City for open space and park and recreational use or pay proportional park in-lieu fees. The land area for parks shall serve the immediate and future needs of the residents of the subdivision. The amount of land shall be determined pursuant to the standards and formula specified in the municipal code.
- 8.B.4** Park In-Lieu Fees – All residential, commercial, and industrial projects shall be subject to park in-lieu fees established by City Council resolution.
- 8.B.5** Gift Fund - The City shall establish a tax-deductible gift fund for solicitation of donations of land, monies and equipment for park and recreation purposes. Solicitation methods may include specific facility or equipment requests, gift catalog development or merchandise sales.
- 8.B.6** Park Development – The City shall, in consultation with the Pajaro Valley Unified School District, plan for the acquisition and development of additional school sites and new park facilities suitable for multi-purpose recreational use.
- 8.B.7** On-Site Private Recreation Facilities – The City shall use the development review process to ensure that new residential, commercial,

and industrial development projects provide on-site recreational facilities for the use of residents and employees.

- 8.B.8** Private Development – The City shall encourage and facilitate the development of outdoor sports and recreational facilities by private organizations.

Policy 8.C Park Development Criteria

While recognizing the need for all types of park facilities, the City shall focus park development at the neighborhood- and community-serving level.

Implementation Measures

- 8.C.1** Park Criteria – The City shall plan for and implement a network of parks and recreation facilities at the rate of 5.0 acres per 1000 persons distributed as follows: 2.0 acres per 1,000 persons of neighborhood and vest pocket parks, and 3.0 acres per 1,000 persons of community parks and special use facilities.
- 8.C.2** Neighborhood Park Size – The City shall plan for neighborhood park facilities with a planned size of two to ten acres.
- 8.C.3** Service Area Criteria – The City shall plan for and implement a network of neighborhood and vest pocket park facilities. Neighborhood parks have a 1/2-mile service area and vest pocket parks have a 1/4-mile service area.
- 8.C.4** Vest Pocket Parks – The City shall undertake the development of new vest pocket parks (one-half to two acres) only when land is not available to develop larger parks.
- 8.C.5** Community Parks – The City shall plan for the development of at least two or more Community Park facilities with a minimum of 20 acres. The eventual location of these facilities shall take into consideration land use policies, projected population growth, the need to relieve overuse at Ramsay Park, provision for active night use, and the location of additional high school sites.

8.C.6 Trails and Paths – The City shall plan for, and coordinate, the development of a network of pedestrian and bicycle trails to connect city and county park and recreation sites.

8.C.7 Tot Lots – The City shall use the development review process to ensure that new residential subdivisions of five or more units provide safe play areas for children of pre-school age (one to five).

8.C.8 Park Design – The City shall consider ease of maintenance and water use efficiency in park design. Installation of dual water systems shall also be considered.

Policy 8.D Recreation Programming

The City shall direct the Recreation and Parks Commission to plan for and facilitate community needs for recreation programs and leisure services.

Implementation Measures

8.D.1 Annual Review – The City shall annually review recreational services, including after school care, to determine the levels of accessibility, public information/participation, and specialized needs of its residents during the annual budget review process. The special needs of children, youth, families, the elderly, and other special needs populations shall be considered as part of this evaluation.

8.D.2 Facility Use Fees – Where appropriate, the City shall use a park facilities fee system to help fund the operations, maintenance, and programming budget for park facilities.

8.D.3 Scholarship Fund – The non-profit corporation, Watsonville Park & Recreation Advocates, shall govern a “scholarship program” to provide funds for low-income families enrolling in recreation activities.

8.D.4 Alternative Recreation Programs – The City shall consider alternative recreation programs in neighborhoods with park deficiencies, such as providing basketball equipment to private groups, using church and

commercial center facilities, and closing streets to through traffic.

8.D.5 Community Awareness – The City shall work with community organizations and local media services to ensure adequate public awareness of available recreation opportunities.

8.D.6 Communication – Whenever possible, the City shall publish recreation literature in both English and Spanish.

8.D.7 Youth Consultation – The City shall maintain an open-door policy for the advice and suggestions of young people in recreation programming. Opportunities for youth leadership programs that empower youth and promote the development of self-esteem shall be developed.

8.D.8 Park Clean Up – Encourage participation by league sports in: park clean up after games, general maintenance, and site development.

8.D.9 Environmental Education – Develop an environmental education program to encourage appreciation of Watsonville’s natural resources to include:

- a. development of trails, interpretive signs, and overlooks at public parks that are adjacent to sensitive environments
- b. encouragement of private environmental organizations to sponsor wetlands enhancements programs, and to provide docents for wetlands tours
- c. coordination with the School District to use specified areas as outdoor learning laboratories.

8.D.10 Community Gardens – Consider implementation of a community garden program. Undeveloped land that is being held for future use by the city is one example of land that could be used for community gardens.

8.D.11 Summer Programs – The City shall encourage summer recreation programs for Watsonville youth. One example is to pursue

with State Parks a “junior lifeguard” summer program for Watsonville youth at Palm State Beach.

8.D.12 Cultural Education – Recreation programs, where possible, shall be designed to enhance understanding and appreciation of the cultural diversity of Watsonville.

8.D.13 Access for Disabled – The City shall ensure access for the disabled to city parks.

Each of the policies for Parks and Recreation serve to implement one or more goals. This policy-to-goal association is shown in the form of a matrix.

Recreation and Parks Goals and Policies

		Policies			
		8A	8B	8C	8D
Goals	8.1	•	•	•	•
	8.2		•	•	
	8.3			•	
	8.4				•



Sports enthusiasts play basketball at Peace Park, one of 16 public parks that serve the Watsonville area population.

9

ENVIRONMENTAL RESOURCE MANAGEMENT

INTRODUCTION AND BACKGROUND

The Watsonville Planning Area possesses a rich heritage of open space and natural resources. Farmland, water, wildlife habitat, and air quality are now recognized as limited resources which must be judiciously used and wisely managed to minimize stress on the area's natural resources.

This chapter of *Watsonville 2005* addresses the state planning requirements for conservation and open space. It presents goals and policies for the protection and wise use of the environmental resources found in the Watsonville Planning Area. Additional City policies and actions on the preservation and enhancement of important agricultural soils are found in the Growth and Conservation Strategy chapter (3).

COMMUNITY CONCERNS

In the Watsonville Planning Area community concerns center around air and water quality, lakes, streams, riparian vegetation, prime agricultural soils, and freshwater marshes. Issues of community concern include the following:

1. What precautions can be taken to reduce air pollution and maintain water quality?
2. Can lakes and other waterways be protected for their scenic and wildlife habitat values?
3. Can the wetlands associated with the sloughs be preserved for passive recreation and as wildlife refuges?
4. Can the groundwater recharge areas be protected from urban development?
5. Can urban run-off be prevented from contaminating water resources?



Photo: Courtesy of the Register-Pajaronian

Habitat preservation is an important planning issue in Watsonville, where rivers, sloughs, and agricultural lands are prominent in the landscape.

6. Can open space areas containing rare and endangered plant species be preserved for their scientific value?
7. Can important agricultural soils be preserved and maintained in active production?
8. Can archeological resources be protected and preserved for future generations?

STRATEGY FOR ENVIRONMENTAL MANAGEMENT

The focus of this chapter is protecting and managing natural resources in a way that allows for human use and interaction, while sustaining the resource. This approach to conservation is one of stewardship. For example, conservation of farmland, a managed resource prevalent in the Planning Area, is addressed in many policies and measures throughout the General Plan. Protection of sloughs through measures such as a biological study, acquisition of key areas, establishment of a greenbelt, and careful environmental review of development on adjacent land is an example of the protection of open space.

THE CALIFORNIA ENVIRONMENTAL QUALITY ACT

The California Environmental Quality Act (CEQA) requires evaluation of the impact projects will have on the environment. The Act specifies the types of projects required to be evaluated and offers guidance with regard to the level of evaluation. The City of Watsonville includes environmental evaluation, in accordance with CEQA, in the approval of both private and public projects.

GEOGRAPHY

The City of Watsonville lies 16 miles southeast of Santa Cruz, 23 miles northeast of Monterey, and about 30 miles southwest of San Jose. The Watsonville Planning Area shares the same geography and climatic conditions as the larger Pajaro Val-

ley. The Pajaro Valley, the floodplain for the Pajaro River and its tributaries, is characterized by rich agricultural soils. The ridges of the Santa Cruz Mountains form the northeast extension of the Pajaro watershed, elevated terraces mark the northern and southern limits, and the Monterey Bay forms the westward extent of the valley.

Elevations in the Pajaro Valley range from sea level to 1,897 feet above sea level at Mount Madonna. Within the Watsonville urbanized area, elevations range between 10 and 160 feet above sea level. Most of the developed area of Watsonville is within a range of 25 to 75 feet above sea level.

CLIMATE

The climate of Watsonville makes it ideal for both growing crops and as a place to live. Temperature extremes are rare, ranging from occasional lows of 28 degrees F. to highs of 95 degrees F. These extremes are experienced for only short durations. The mild Mediterranean climate produces a long crop growing season of about 237 days per year.

Rainfall increases with distance inland from the Bay. Average annual rainfall is about 17 inches at the mouth of the Pajaro River, 21 inches at Watsonville, and as high as 50 inches at the crest of Mount Madonna. Ninety percent of all precipitation occurs between November and April with February being the wettest month. Wind direction is generally from the west off Monterey Bay.

NATURAL RESOURCES

AIR RESOURCES

Watsonville is located within the North Central Coast Air Basin, which includes Monterey, Santa Cruz, and San Benito Counties. The air district generally has excellent air quality, and has qualified and applied for federal attainment status by virtue of meeting federal air quality standards. The district, however, has occasionally exceeded the more stringent state air quality standards for ozone and inhalable particulate matter less than 10 microns in

diameter (PM₁₀). As a result, the area has been classified as a moderate nonattainment area for state purposes.

Ozone is produced by reactions between hydrocarbons and nitrogen oxides (NO_x) in the atmosphere. Ozone is the primary component of "smog." The federal ambient air quality standard for ozone is 0.12 parts per million (ppm) while the stricter state standard is 0.09 parts per million. Monitoring of air quality is conducted by the Monterey Bay Unified Air Pollution Control District (MBUAPCD). The MBUAPCD operates six ambient air monitoring stations in the North Central Coast Air Basin. These stations are located in Carmel Valley, Hollister, Salinas, Santa Cruz, Scotts Valley, and Watsonville. The MBUAPCD has prepared the 1991 *Air Quality Management Plan* to achieve the national ozone standard and more stringent state standard for inhalable particulates and ozone by implementing strategies to control emissions from stationary sources such as factories and from mobile sources such as automobiles.

The 1991 *Air Quality Management Plan* recommends adoption of 20 measures to control emission of reactive organic gases from stationary sources, five measures for stationary sources of oxides of nitrogen emissions and eight transportation control measures. These measures in combination with four measures included in the 1989 *Air Quality Management Plan* are anticipated to bring the basin into compliance with the state ozone standard by 1997. Programs to address particulates are also included in the 1991 *Air Quality Plan*. Those programs are projected to result in a reduction of approximately two tons of PM₁₀ emissions by 1994.

The City of Watsonville has included a wide variety of programs in this chapter and the Transportation and Circulation chapter (10) to address air quality. The Land Use chapter (4) plans for increased densities of housing and jobs within the existing city and high density concentrations of housing and jobs in areas proposed to be annexed. This land use pattern strongly supports the use of transit and transportation system management (TSM) programs. Also, the City has adopted a trip reduction ordinance consistent with the Regional Congestion Management Program. New areas will be developed through specific

plans requiring that transit, TSM, and other trip reduction opportunities be aggressively pursued in the designs. As noted in the Transportation and Circulation chapter (10), Watsonville strongly supports the development of a fixed guideway system from Watsonville to Santa Cruz.

WATER RESOURCES

The water resources of the Planning Area are found both above and below the surface. Groundwater conservation is an important planning issue for Watsonville because the aquifers in the Pajaro Valley supply about 85 percent of the city's water. Water quality is monitored by the Public Works Department.

Surface water resources include five small lakes, Corralitos and Salsipuedes Creeks, the Pajaro River, and the Watsonville, Struve, West Branch Struve, Galighan, Hanson, and Harkins sloughs. Freshwater marshes have formed along these sloughs and now provide valuable habitat for water-oriented mammals, birds, reptiles, and amphibians. Five small lakes (Pinto, College, Kelly, Drew and Tynan) also provide wildlife habitat and an important flood protection function during the winter months when their combined area covers nearly 400 acres. College Lake accounts for half of the 400 surface acres but is usually dry during summer months. These lakes are used as resting places by migratory waterfowl. Pinto Lake is also an important regional recreational facility.

Precipitation within the Pajaro Valley watershed reaches the groundwater aquifers through seepage along the tributaries of the Pajaro River and by direct infiltration across a wide band of undeveloped land used for agriculture. When urbanization occurs over groundwater recharge areas, the rate of infiltration is reduced and the rate of surface run-off is increased. The potential for water pollution is also increased by urban run-off which may contain oil and various chemical compounds, and by agricultural fertilizers.

SOIL RESOURCES

Most of the soils found within the Planning Area are alluvial types associated with the drainage pattern of

local creeks and streams. These soil types have high agricultural value and include the Laguna, Soquel, Corralitos, Pajaro, and Botella series.

Land in the Planning Area can be categorized on the basis of topography, drainage, and soil type.

1. Uplands

Uplands are generally defined as the areas east and north of the city, with topography generally unfavorable for row crops. Drainage is good but soils are shallow and of medium texture. Slope tends to make upland soils very susceptible to erosion. These lands are used primarily for animal grazing and pasture.

2. Alluvial Fans and Flood Plains

Alluvial fans and flood plains, the predominant land types within the Planning Area, have the best agricultural soils. Slopes are very gradual and soils tend to run deep and have good water retention.

3. Low Terraces

These lands are found between the alluvial fans and the valley floor. Soil types found here are subject to considerable erosion if not protected.

4. Basin

The basin area is formed at the lower reach of the Pajaro River. The land is very flat with high clay and organic content, resulting in poor drainage. These soils generally lack strength for the support of structures.

AGRICULTURAL LANDS

The agricultural heritage of Watsonville and the Pajaro Valley is an important aspect of Watsonville's character. Agriculture has historically provided an important life-style and employment choice for the residents of the Pajaro Valley. Within the 1990 City limits of Watsonville none of the land shown on the Land Use Diagram accompanying *Watsonville 2005* is designated for agricultural use, although much of the City is located on agricultural land. Beyond the

1990 City limits agriculturally designated and utilized lands virtually surround Watsonville.

Agricultural lands are classified in several ways. Two prominent classification systems for agricultural lands surrounding Watsonville are: (1) the Soil Conservation Service (SCS) Capability Classification Class I and II lands with a Storie rating of 60-100; and (2) the County of Santa Cruz land use designation Commercial Agriculture (CA). Lands currently under Williamson Act Contracts are also notable. Detailed descriptions of these classification methods and their applicability to the Pajaro Valley are included in Appendix B. Crops produced on these lands include row crops, primarily lettuce and berries, apple orchards, and some greenhouse operations. Lands within the urban limit line with these designations are shown on Figure 9-1.

The preservation of agricultural lands is important for a variety of reasons including: food production, employment, economic productivity, open space preservation, and linkage to cultural heritage. Today in the Pajaro Valley these needs must be balanced with the socio-economic realities of the community, the state and the country.

Through the 1950s, 60s and 70s the development of agricultural lands with urban sprawl was a concern of significant magnitude in California. The institution of Local Agency Formation Commissions (LAFCOs) in the State of California was substantially directed at stopping this trend. Recent trends in agricultural production in Santa Cruz County indicate an 18% decrease in the acreage in agricultural production in the County throughout the 1980s (1990 Crop Report). However, strong County policies through the 1980s severely limiting the annexation and development of agricultural lands have been stringently held to by Santa Cruz County and LAFCO. As a result, the 18% decrease in agricultural lands in production over the 1980s can not be attributed to urban sprawl, but to agricultural market factors discouraging agricultural production. These lands are not being converted to urban uses, they lie fallow because of other factors.

Watsonville has contributed significantly over the years to the preservation of the agricultural base of the Pajaro Valley. With the second highest developed

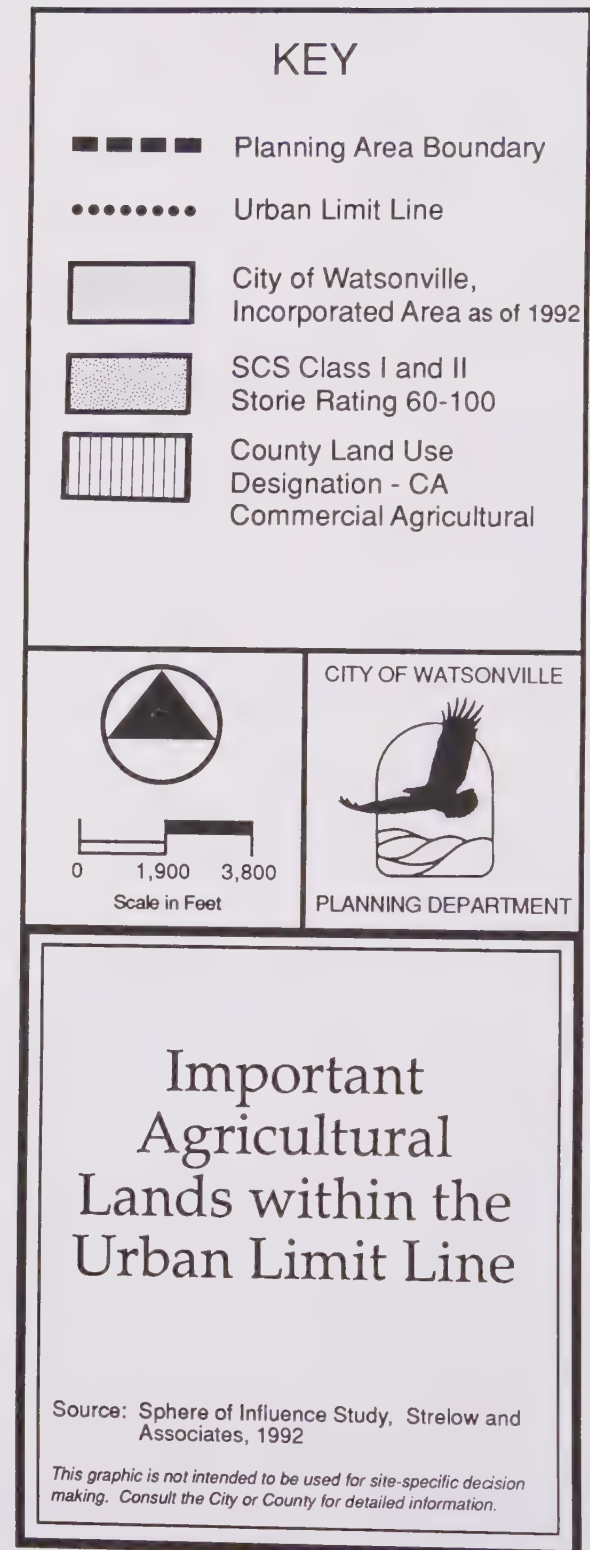
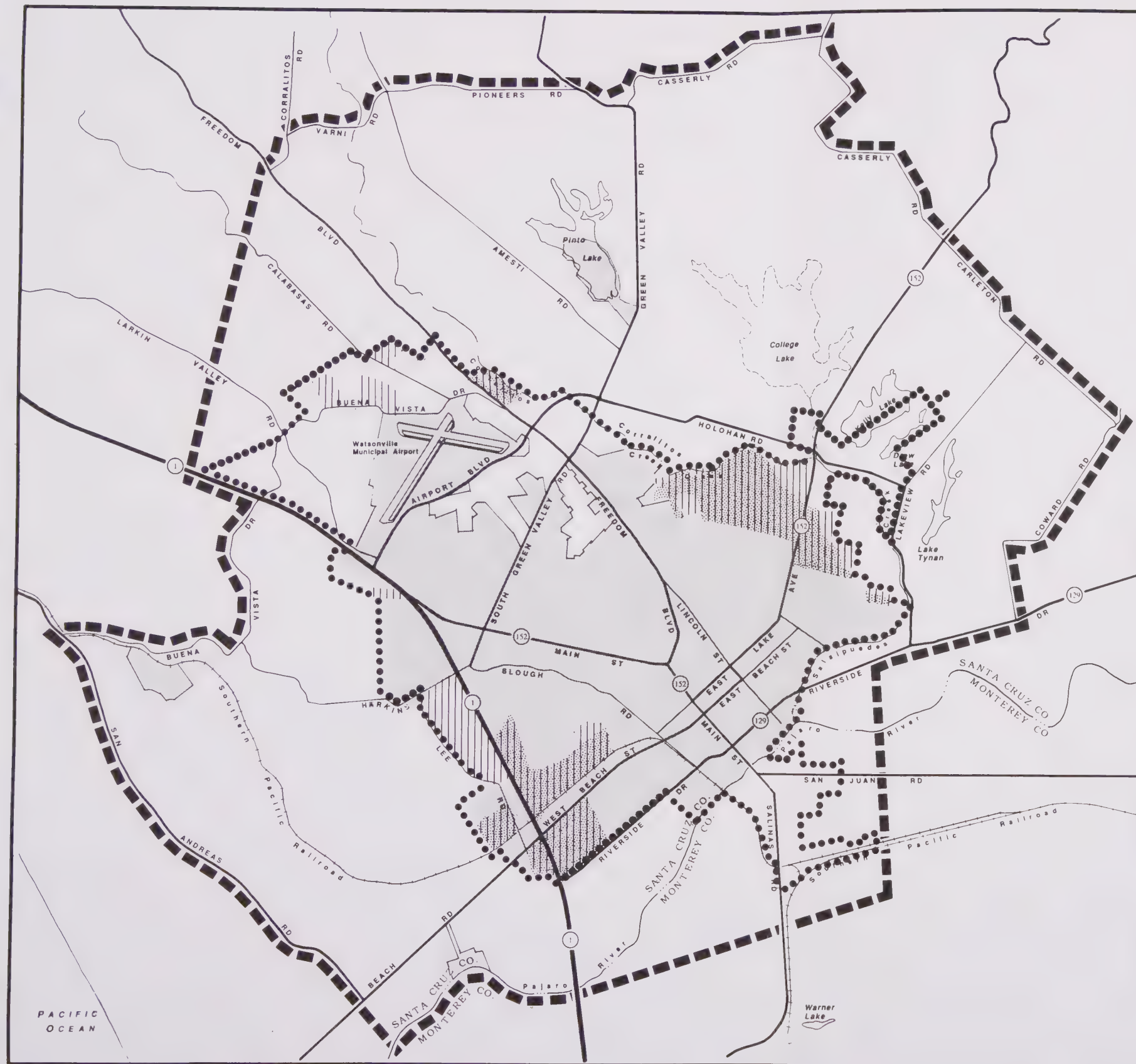


Figure 9-1

density in Santa Cruz County, it has demonstrated its significant commitment to preserving that base. It has solidly supported the agricultural industries that comprise much of its economic base. In addition, Watsonville has worked hard over the years to support agricultural workers and their families by providing an affordable, full service community. Watsonville's ability to continue to meet that commitment is compromised by a variety of factors today including the County's stringent agricultural land preservation policies.

Watsonville 2005 maximizes preservation of agricultural land in the Pajaro Valley by emphasizing City-centered growth. New housing and jobs are provided by increasing densities in the existing City and through selective expansion of the City into adjacent lands. By focusing growth in and around the City, agricultural lands can be preserved in the outlying unincorporated areas.

Within the urban limit line and beyond the existing City limits, there are approximately 360 acres of land considered prime by the SCS which are not designated as agriculture on the Land Use Diagram. None of this land is in Williamson Act agricultural preserve. Assuming 285 acres are in production, the conversion of these lands to other uses would impact approximately 1.5 percent of the agricultural production lands in Santa Cruz County. This figure is small considering that Watsonville is virtually surrounded by agricultural lands.

Agricultural jobs are important to the labor force of Watsonville. Nonetheless, it is important to keep in perspective the number of jobs an acre of agricultural land creates. There are approximately 20,200 acres of land in the County in agricultural production (1990 Santa Cruz County Crop Report). The State of California Employment Development Division estimates that there were approximately 7,000 permanent agriculturally-related jobs in Santa Cruz County. These include both farm labor jobs and agricultural support industry jobs. This number is also supported by the 1990 Census which identified 7,099 agricultural, fishing and forestry jobs in Santa Cruz County. Assuming also an additional 1,200 peak month seasonal agricultural jobs (Migrant Farm Labor Report, State of California), each acre of land in Santa Cruz County in agricultural production pro-

duces four-tenths of a job. Many of those jobs would be filled by workers with low job skill levels, who are not presently making a living wage. If all of the Class I and II soil within the urban limit line, which is not designated as agriculture, converted from agricultural production, approximately 140 agricultural jobs would be lost.

The conversion of these lands would allow for the production of additional housing units and thousands of jobs at development densities exceeding those current high development densities and intensities present in Watsonville today. Many of those jobs would be filled by workers with low job skill levels, who are not presently making a living wage. Job skill training and commercial and manufacturing jobs would be emphasized to support these efforts. Without these lands, Watsonville will not be able to maintain its commitment to agriculture, agricultural workers and the agricultural heritage of the Pajaro Valley.

BIOLOGICAL RESOURCES ¹

Important biological resources in Watsonville and vicinity are largely associated with water resources including marshes, creeks, rivers, lakes and sloughs. Wetland habitat preservation is an important planning issue, particularly when the natural setting provides protective cover for endangered or threatened species. In addition, these areas: function as life support for a variety of non-endangered species, provide open space and passive recreational areas, and offer valuable opportunities for research and education.

Farming and animal grazing over the last one hundred years has altered or removed many of the habitat areas for plants and native animals. Within the Planning Area the most significant remaining

1. Information for this portion of the General Plan was derived from: the California Department of Fish and Game (CDFG) Natural Diversity Data Base (NDDB), the 1975 Conservation Element of the General Plan, the Final Environmental Impact Report for the Villages, October 1990, prepared by CH2M Hill, and Draft Subsequent Environmental Impact Report for the Franich Annexation, September 7, 1989 and the Final Subsequent Environmental Impact report for the Franich Annexation, May 1991, both prepared by Jones & Stokes Associates, Inc.

biological resource is the network of slough and marsh habitat. The South County Slough System is a wetland/upland complex which includes Watsonville Slough, Struve Slough, West Struve Slough, Galighan Slough, Hanson Slough and Harkins Slough. It is the largest and most significant wetland habitat between Pescadero Marsh to the northwest and Elkhorn Slough to the south. The South County Slough System is designated as an Area of Significant Biological Importance by the California Department of Fish and Game and is identified as a Significant Biotic Resource in the County's Growth Management Plan. This slough system is especially important as a refuge and resting area for resident, winter, and migrating fowl, and supports the largest concentration of migrant and wintering raptors in Santa Cruz County.

A large portion of West Struve Slough, located west of Highway 1, is managed by CDFG as a wildlife refuge (CH2M Hill Final Environmental Impact Report for The Villages, October 1990). Additional biological resources include those in the vicinity of the Pajaro River, Salsipuedes Creek and Corralitos Creek.

The City of Watsonville and the County of Santa Cruz have joined efforts¹ to complete a biologic study to inventory the plant and animal resources included in the slough areas. The funding of this study is intended to be achieved as a result of the efforts of non-profit and for-profit organizations. Once the inventory is complete, a variety of protection measures are intended to be designed and implemented. These measures may include, but are not limited to, the designation of areas to be preserved, setbacks, urban run-off control, erosion control and the development of plans for interpretive facilities and trails. The preparation of the inventory and the implementation of follow-up protection methods is supported by *Watsonville 2005*.

Watsonville and its vicinity are fortunate to contain valuable habitat that supports members of species which are known to be diminishing throughout all or part of their natural ranges. Special status species include California fully protected species, California

species of special concern, state threatened and endangered species, federal candidates (Category 1 and 2) for threatened or endangered species status, and federal threatened and endangered species. Figure 9-2 lists the special status species that may exist within the urban limit line. A brief description of each of these species is included in Appendix C.

MINERAL RESOURCES

The State Board of Mining and Geology has adopted special regulations to protect lands classified MRZ-2 (lands where adequate information indicates that significant stone, sand, and/or gravel deposits are present, or where it is judged that a high likelihood for their presence exists; and lands otherwise designated as areas of statewide or regional significance relative to mineral resources). Mapping conducted in 1982 and Special Report 146, Parts I and IV, *Mineral Land Classification: Aggregate Materials in the San Francisco-Monterey Bay Area*, 1986 and 1987, prepared by the State Division of Mines and Geology, in accordance with the Surface Mining and Reclamation Act, do not indicate any MRZ-2 designated resources or resources of statewide or regional significance within the Watsonville Planning Area. This report further indicates that the stone, sand, and gravel needs of Monterey Bay Region through the year 2030 can be more than met by the MRZ-2 reserves already identified (over twice the estimated consumption amount is available in existing MRZ-2 reserves).

One existing quarry, the O'Connell Quarry, is operating within the Planning Area. This existing facility, while not meeting State-identified criteria, has been identified as significant by the State, within Report No. 7, Designation of Regionally Significant Construction Aggregate Resources Areas in the South San Francisco Bay, North San Francisco Bay, Monterey Bay Production-Consumption Regions, January 1987, related to its current use as a supply of construction related aggregate in an urbanizing area. This quarry is located along the south side of Buena Vista Drive, southwest of Harkins Slough Road. O'Connell is owned by Santa Cruz County and is operated as part of its Buena Vista solid waste land-fill operation. A cooperative agreement with Granite Construction Company allows the extraction of sand and gravel in accordance with a designated

1. In conjunction with AMBAG a water quality study was initiated in 1993.

Figure 9-2 Special Status Species that may exist within the Urban Limit Line

Species	Legal Status	Preferred Habitat
Plants		
Gairdners Yampah	FC ²	Grassland
Santa Cruz Tarplant	FC ¹ , SE	Grassland
Wildlife		
California Tiger Salamander	FC ² , SSC	Wetland, grassland
Santa Cruz Long-Toed Salamander	FE, SE	Wetland, riparian, oak woodland
Western Pond Turtle	FC ² , SSC	Wetland, riparian, oak woodland
Red-Legged Frog	FC ² , SSC	Wetland
Black-Crowned Night-Heron	SA	Wetland, riparian
Black-Shouldered Kite	CP	Wetland, grassland
Burrowing Owl	SSC	Grassland
California Horned Lark	FC ²	Grassland
Ferruginous Hawk	FC ² , SSC	Grassland
Golden Eagle	SSC	Grassland
Loggerhead Shrike	FC ²	Grassland
Merlin	SSC	Grassland, wetland
Northern Harrier	SSC	Wetland, grassland
Peregrine Falcon	FE, SE	Wetland, grassland
Short-Eared Owl	SSC	Wetland, grassland
Tricolored Blackbird	FC ² , SSC	Wetland, grassland, riparian
Yellow Warbler	SSC	Riparian
Steelhead	SA	Streams

Status explanations:

FE = Federally listed endangered

FC = Federal candidate

¹ Category 1² Category 2

SE = State listed as endangered

SSC = State species of special concern

CP = California fully protected

SA = Special Animal (Species listed by CNDDB as Special Animals, but not designated as protected under other categories listed above)

Source: The California Department of Fish and Game (CDFG) Natural Diversity Data Base (NDDDB), the 1975 Conservation Element of the General Plan, the Final Environmental Impact Report for the Villages, October 1990, prepared by CH2M Hill, and Draft Subsequent Environmental Impact Report for the Franich Annexation, September 7, 1989 and the Final Subsequent Environmental Impact report for the Franich Annexation, May 1991, both prepared by Jones & Stokes Associates, Inc., the Final Environmental Impact Report for the Watsonville 2005 General Plan Update and Sphere of Influence Amendment, June 1993, prepared by CH2M Hill.

schedule. The pit created by the extraction operation is then used for landfill. Quarrying and landfill are anticipated to continue at this site through at least 2005. Improved solid waste reduction and recycling programs may prolong the life of this operation. The reclamation plan for this site ultimately calls for the landfill to be covered over and planted for open space.

The O'Connell Quarry is located well beyond the city's urban limit line. *Watsonville 2005* does not project urbanization in the vicinity of this quarry. The County retains land use control of this area, with the City requesting the opportunity to comment on any plans or proposals for the area. It is the intention of the City of Watsonville to work with Santa Cruz County to allow this quarry/landfill operation to continue to the extent that significant nuisances, hazards, or environmental damage do not occur. The City shall also work with the County to ensure that reclamation occurs in a well-planned, timely, and comprehensive fashion.



Egrets are frequently seen along waterways in the Pajaro Valley. "Pajaro" means bird in Spanish.

COASTAL ZONE

The City of Watsonville has a *Local Coastal Plan* that describes use regulations for the five Coastal Zone properties within the City limits. The sites are shown on the Land Use Diagram. The specific uses and conditions applicable to these properties are outlined in the *Local Coastal Plan* and the *Coastal Zone Implementation Plan*, included within the Municipal Code. Amendment of these Plans will be required when additional coastal lands are brought under the jurisdiction of the City.

TIMBER RESOURCES

There are no economically significant timber resources in the Planning Area. However, there are scenic Redwood and Douglas Fir woodlands along the shaded ravines of the Santa Cruz Mountains to the east of Watsonville. These woodlands form a scenic backdrop to the city and perform a valuable watershed protection function. They also provide a recreational resource within a twenty minute drive from Watsonville.

ARCHAEOLOGICAL RESOURCES

The Pajaro Valley's geographic location has provided a rich and varied array of archaeological resources. The State Archaeological Inventory has identified at least 19 recorded sites within the Planning Area and indicated a strong likelihood of future discoveries. Future development must respect these important scientific and cultural reasons. Toward that end, policies are included to protect them from the adverse impacts of development.

HAZARDOUS MATERIALS

A serious potential threat to the natural resources of the Pajaro Valley is contamination by hazardous materials. Hazardous material threats include products and by-products of local industry and commerce, toxic household products, and hazardous materials being transported through the area. The overall goal of the policies in this plan is to protect both the residents and the environment from damage by exposure to such materials.

Policies focus on damage prevention through careful planning and monitoring, source reduction and waste minimization, and preparedness for organized management, containment, and clean-up when accidents occur. Additional related policies and implementation measures are found in the Transportation chapter, Public Facilities chapter, and Public Safety chapter.

ENERGY

Energy conservation and promotion of alternative energy resources can benefit Watsonville. Preserving non-renewable resources will help assure future availability. Reduction of gasoline consumption will assist the City in improving air quality, reducing traffic congestion, and providing gasoline cost savings to the residents. Reduction in natural gas and electric consumption will provide utility savings to the residents. The promotion of alternative energy will contribute to the job and tax base of the City.

The General Plan addresses reduced energy consumption in a variety of locations. The Housing, Urban Design and Scenic Resources chapters provide policies and implementation measures relative to reduction of energy consumption and promotion of the use of alternative energy resources in residential, commercial, and industrial developments. The Transportation and Circulation chapter outlines policies and programs for reducing automobile use and therefore fuel consumption and promotes the development and use of alternative transportation modes and electric vehicles. The Land Use chapter and accompanying Land Use Diagram encourages land use densities, intensities and locations that enable the use of transportation modes other than the single occupant automobile. The portion of the Environmental Resource Management chapter addressing the air quality includes a variety of measures to reduce fossil fuel dependency and encourage alternative transportation modes.

GOALS FOR ENVIRONMENTAL RESOURCE MANAGEMENT

Goals for environmental resource management have been established to preserve the natural resources of the Planning Area. These goals provide for open space, conservation, and limitations on the extent of future urbanization.

Goal 9.1 Open Space Network

Provide a comprehensive network of open space land uses for outdoor recreation and environmental protection.

Goal 9.2 Open Space Preservation

Preserve the open space and agricultural land uses surrounding the urban limit line which contribute to the economic base, provide scenic vistas, and offer opportunities for scientific exploration.

Goal 9.3 Natural Resources

Identify and protect the natural resources of the Watsonville Planning Area.

Goal 9.4 Air Quality

Maintain or improve the present air quality level within the Pajaro Valley.

Goal 9.5 Water Quality

Ensure that surface and groundwater resources are protected.

Goal 9.6 Soil Conservation

Preserve and protect the soil resources throughout the community and minimize the environmental degradation caused by soil erosion, construction impact on soils, and deterioration of water quality caused by suspended solids.

Goal 9.7 Agricultural Soils

Limit the urbanization of productive agricultural soils to only those parcels contiguous with existing urban use, best suited for urban development, and within the urban limit line.

Goal 9.8 Wildlife Habitat

Preserve and protect the remaining areas of wildlife habitat for their scenic and scientific value.

Goal 9.9 Mineral Resources

Provide for protection and appropriate conservation of economically important mineral resources.

Goal 9.10 Archaeological Resources

Identify and protect prehistoric resources for their scientific, educational, and cultural values.

Goal 9.11 Hazardous Materials

Protect the air, water, soil, and biotic resources from damage by exposure to hazardous materials through aggressive management of hazardous materials.

Goal 9.12 Energy

Promote the conservation of energy and the use of alternative energy resources in transportation and residential, commercial, and industrial development.

POLICIES AND IMPLEMENTATION MEASURES

The policies for environmental resource management reflect the state mandate for open space and conservation elements. In general they serve to direct urban development away from areas with significant natural resources. Additional environmental resource management policies and implementation measures are included in the Public Facilities and Services chapter (11).

Policy 9.A Open Space Land Use

The City shall designate land as environmental management to protect ecological, scientific, and scenic values.

Implementation Measures

- 9.A.1 Environmental Protection** – The City shall use planning measures, such as an urban limit line, greenbelts, open space zoning, conservation easements, and other tools, to

restrict urban development in environmentally sensitive areas.

- 9.A.2 Landscape Restoration** – The City shall require landscape restoration with native plants from regional seed stocks on sites disturbed by urban development.
- 9.A.3 Land Purchase** – When necessary and possible, the City shall purchase lands for open space uses including wildland preservation, parks, environmental safety, and scenic corridor preservation.
- 9.A.4 Biological Study** – The City shall cooperate with the County in preparing a biological study for protection of the sloughs and habitat dependent on the sloughs located in and around Watsonville. A plant inventory and map of sensitive biological and botanical resources should be a part of the study.
- 9.A.5 Acquisition and Management Plan** – The City Council shall consider approving an Open Space Acquisition Plan within two years of the adoption of *Watsonville 2005*. The goal of the plan is to protect and manage wetlands, wetland-associated uplands, sensitive habitats, grasslands, and other environmentally sensitive habitats and agricultural lands. The plan shall evaluate acquisition priorities based on resource values, degree of threat, and availability. The plan shall explore and, where feasible, implement such means as public and private loans and grants, open space districts, transferable density credits, dedications from property owners, purchase/leasebacks of agricultural lands, developer fees, and city funds to protect environmentally sensitive and agricultural lands.

Policy 9.B Natural Resource Protection

The City shall designate land necessary for the preservation of natural resources and to avoid conflicts with urban land uses.

Implementation Measures

- 9.B.1** Resource Zoning – The City shall designate and zone environmentally sensitive areas as EM-OS (Environmental Management – Open Space) to prohibit urban development and to preserve natural resources.
- 9.B.2** Natural Resource Mitigations – The City shall require implementation of environmental mitigations on projects that may destroy or impair the future use or existence of natural resources.
- 9.B.3** Environmental Constraints – The City shall encourage development on land which has the fewest natural resource impacts and discourage or prohibit development on land having multiple natural resource impacts. An environmental constraint matrix shall be developed for use by the City.
- 9.B.4** Greenbelt – The City shall utilize the greenbelt to serve any of the purposes described in Policy 3.D, Establishment of a Greenbelt.
- 9.B.5** Coastal Zone – The City shall abide by the provisions of the *Watsonville Local Coastal Plan* and *Watsonville Local Coastal Plan Implementation Ordinance* in the review of proposed development on Coastal Zone lands.
- 9.B.6** Environmental Review – The City shall conduct an appropriate environmental review process and require that proposed projects adjacent to surrounding, or containing, wetlands be subject to a site-specific analysis which will determine the appropriate size and configuration of areas to buffer wetlands from urban development.

Policy 9.C Air Quality

The City shall cooperate with the Monterey Bay Unified Air Pollution Control District (MBUAPCD) to maintain and improve regional air quality. *In addition to the measures listed below, measures 4.A.4 and 4.G.1 promote improved air quality by providing for a balance of jobs and housing, and by increasing the density of residential development which makes use of transit feasible.*

Implementation Measures

- 9.C.1** Referral to MBUAPCD – The City shall refer projects with identifiable air quality impacts to the MBUAPCD for recommendations on appropriate air quality impact mitigations.
- 9.C.2** Alternate Travel Modes – In order to reduce automobile related pollution, the City shall plan for and encourage the use of transit, ridesharing, bicycles, and walking as alternatives to automobile travel, and the use of low-emission and electric vehicles.
- 9.C.3** Housing Jobs Linkage – The City shall encourage new residential development to include housing suitable to employees of workplaces in the city and its immediate environs in order to minimize commuting and the motor vehicle emissions thus generated. The City shall strive to locate housing and job land uses to enhance the use of car-pooling and transit.
- 9.C.4** Design Review – The City shall require new development to include considerations for transit, Transportation Demand Management (TDM), and alternative travel modes in project designs including but not limited to transit stops, car and van pool preferred parking, and bicycle access and storage facilities.
- 9.C.5** Industrial and Commercial Development – The City shall as a part of its development review process and CEQA process place conditions on new industrial and commercial development responding to the stationary and transportation related air quality impacts.
- 9.C.6** Employer-based Incentives – The City shall provide incentives to employers to foster employer based transportation control measures resulting in employee based trip reduction such as ridesharing, use of public transportation, bicycling, and walking for employees.

Discussion: Incentives may include but not

be limited to reductions in parking requirements, reduced development fees, increased development intensity or other mechanisms that encourage employer cooperation.

- 9.C.7 Other Use-based Incentives – The City shall provide incentives to high trip generation uses, such as schools, hospitals, and some commercial uses to develop trip reduction programs.

Discussion: Incentives may include but not be limited to those outlined above or others that encourage high trip generation use participation.

- 9.C.8 Transportation Management Associations – The City shall promote the creation of transportation management associations in areas of high employment density.
- 9.C.9 Environmental Review – The City shall use the environmental review process to determine both stationary source and transportation related potential air quality impacts for project proposals.
- 9.C.10 Construction-related Impacts – The City shall require construction contractors to implement a dust abatement program to reduce the effect of construction on local PM₁₀ concentrations.
- 9.C.11 Planning for Electric Automobiles – The City Council shall consider an ordinance requiring all new development to install electrical power sources in parking areas and garages to recharge electric automobiles.
- 9.C.12 Promotion of Low-Emission Automobiles – Where feasible, the City shall consider replacing its fleet of city automobiles with clean fuel and low-emission vehicles as vehicles wear out.
- 9.C.13 Innovative Programs – The City shall look for ways to work with the private, non-profit, and public sectors to achieve the implementation of innovative programs to mitigate new air quality impacts and

improve existing air quality. Innovative programs may include, but are not limited to, high emission level vehicle buy-back (old vehicle buy-back) programs, incentives to accommodate electric vehicles in new developments, and programs to encourage transit ridership by employees.

- 9.C.14 Trip Reduction – The City shall consider for adoption a trip reduction ordinance.

Policy 9.D Water Quality

The City shall provide for the protection of water quality to meet all beneficial uses, including domestic, agricultural, industrial, recreational, and ecological uses.

Discussion: Water conservation and use reduction is addressed in the Public Facilities chapter (11) of this Plan.

Implementation Measures

- 9.D.1 Recharge Protection – The City shall direct urban development away from the groundwater recharge zones and surface water bodies. Projects with potential to jeopardize water quality shall be required to include mitigation measures prior to project approval.
- 9.D.2 Erosion Control – The City shall continue to enforce regulations over grading activities and other land use practices that expose bare soil and accelerate soil erosion and sedimentation.
- 9.D.3 Water Monitoring – The City shall continue to monitor the quality of water pumped into the distribution system, and the quality of effluent leaving the system in the form of wastewater discharges.
- 9.D.4 Saltwater Intrusion – In conjunction with PVWMA, the City shall participate in state- and federally-assisted studies to identify and solve saltwater intrusion problems within the Pajaro Valley.

- 9.D.5 Wetland Protection** – Where drainage from developments involves discharge into sloughs or wetlands, grease, sediment traps, or other protection measures shall be required. Mitigation monitoring shall be required and enforced by the City to ensure performance as appropriate.

Policy 9.E Soil Conservation

The City shall prevent degradation of local soil resources through erosion control improvement and grading guidelines.

Implementation Measures

- 9.E.1 Vegetation** – The City shall require that removal of vegetation from a site be limited to the area required for building, and that all exposed soils be provided with new vegetation prior to project completion.
- 9.E.2 Soil Stockpiling** – The City shall require that topsoil disturbed during project grading be stockpiled at the site and reapplied after construction to promote vegetative growth, unless that soil is to be transferred to another site for agricultural use.
- 9.E.3 Wetland Protection** – The City shall require that new construction on slopes leading toward sloughs and wetlands, maintain an undisturbed protective buffer between all cut and fill slopes and the riparian zone.
- 9.E.4 Sediment Containment** – The City shall require that all topsoil stored on-site during construction be contained to prevent escape of sediment from the site.
- 9.E.5 Winter Operations** – The City shall require protective measures outlined in the grading ordinance to prevent soil erosion of disturbed soil during the normal rainy season between October 15 and April 15.
- 9.E.6 Agricultural Land Conservation** – The City shall encourage retention of agricultural land beyond its urban limit line.

- 9.E.7 Consultation** – The City shall consult with the Santa Cruz County Resource Conservation District (RCD) for development of soil erosion and sedimentation control plans for applicable areas.

Policy 9.F Wildlife Habitat Protection

The City shall designate for open space and environmental management those areas rich in wildlife species and fragile in ecological make-up. These habitat zones shall be made part of the greenbelt where appropriate.

Implementation Measures

- 9.F.1 Habitat Protection** – Impacts to important wildlife habitat areas shall be identified as part of the City's development review and environmental review processes, and appropriate mitigations shall be considered. Mitigation measures to be considered include: designation of sensitive areas as open space, restriction of new development on lands that provide important wildlife habitat, setback requirements, habitat conservation plans, and habitat mitigation banking. Lands within the urban limit line that provide important wildlife habitat include, but are not limited to the following:
- Riparian Corridors
 - Fresh Water Marshes and Sloughs
 - Woodlands and Steep Slopes.
- 9.F.2 Restoration** – The City shall support and encourage public and private efforts to restore degraded natural habitat zones and, when possible, to acquire them for preservation.
- 9.F.3 Pesticide Control** – The City shall carefully regulate and monitor, within the limits of its authority, the use of pesticides, herbicides, and fungicides in and adjacent to wildlife habitat zones.
- 9.F.4 Fish and Game Consultation** – The City shall refer development proposals to the California Department of Fish and Game for its

recommendations on conservation measures for native plant communities, riparian vegetation, wildlife habitat, and wetland preservation.

Policy 9.G Mineral Resources

The City shall work in cooperation with the County and State to conserve economically significant mineral deposits including sand and gravel.

Implementation Measures

- 9.G.1** Restoration – The City and County governments shall cooperate to ensure that adequate plans are prepared for landscape restoration following mineral extraction activities within the Watsonville Planning Area.
- 9.G.2** Mineral Inventory – The City shall work in conjunction with the State Division of Mines and Geology to inventory lands containing economically significant mineral deposits, and to designate appropriate land uses to avoid conflicts.

Policy 9.H Archaeological Resources

The City shall foster and provide for the preservation of cultural resources and artifacts of historic and pre-historic human occupation within the Pajaro Valley.

Implementation Measures

- 9.H.1** Inventory – The City shall maintain an inventory of historic and prehistoric sites, structures, and landmarks of historic and cultural significance in order to determine the potential impacts on these resources from proposed projects.
- 9.H.2** Protection Measures – The City shall notify the Regional Office, California Archaeological Site Survey, and the Ohlone Indian Cultural Association of projects within identified archaeological sensitive areas. An archaeological site survey by a professional archaeologist may also be required.
- 9.H.3** Project Conditions – The City shall require appropriate land use controls on projects that may endanger or destroy historic and prehistoric artifacts. Such controls include addition of fill to prevent disruption of site by grading, and site planning to avoid disturbance on sensitive portions of the site.
- 9.H.4** Private Participation – The City shall foster and encourage private efforts to preserve historic sites and cultural artifacts.
- 9.H.5** Ordinance – The City shall enforce the historic preservation ordinance.

Policy 9.I Hazardous Materials

The City shall protect the natural environment through aggressive enforcement and compliance with hazardous materials plans.

Implementation Measures

- 9.I.1** Coordinated Management – The City shall review the Santa Cruz County Hazardous Waste Management Plan and shall continue to cooperate with the County to ensure the adequacy of the plan for future control of hazardous waste in the city and Planning Area.
- 9.I.2** Education – The City shall support the development of an educational program designed to ensure the effective and proper use of hazardous waste and to encourage source reduction, waste minimization, re-use, and recycling when possible.
- 9.I.3** Underground Tanks – The City shall require double containment and/or monitoring of all underground tanks.
- 9.I.4** Hazardous Household Waste – The City shall support the implementation of a household hazardous waste collection program. The program shall emphasize public education on how to reduce and minimize hazardous waste and recycle usable materials.
- 9.I.5** Emergency Preparedness – The City Fire Department shall develop and maintain

aggressive efforts to prevent accidental hazardous materials releases, to preplan for potential emergencies, and to provide an effective and coordinated emergency response through the preparation of a *Community-based Disaster Response Plan*.

- 9.I.6 Buffer Zone – Where residential uses exist or are proposed adjacent to industrial and commercial uses, a buffer zone or barrier shall be used to decrease potential threat of contamination by hazardous materials.

Policy 9.J Energy

The City shall strive to reduce non-renewable energy resource consumption and promote the use of alternative energy resources.

- 9.J.1 Alternative Transportation – As outlined in the Transportation and Circulation chapter, the City shall promote the use and development of alternative transportation modes intended to reduce the consumption of fossil fuels and other non-renewable energy resources.

Environmental Resource Management Goals and Policies

		Policies									
		9A	9B	9C	9D	9E	9F	9G	9H	9I	9J
Goals	9.1	•	•								
	9.2	•									
	9.3		•								
	9.4			•							
	9.5				•						
	9.6					•					
	9.7					•					
	9.8						•				
	9.9							•			
	9.10								•		
	9.11									•	
	9.12										•

Each policy for environmental resource management serves to implement one or more of the 12 goals. This relationship is presented above in the form of a policy-to-goal matrix.

- 9.J.2 Development – The City shall encourage energy efficient design and design which utilizes solar opportunities in residential, commercial, and industrial development.
- 9.J.3 Land Use and Transportation – Development shall be encouraged to occur in locations and at intensities that facilitate the use of alternative transportation modes to the extent compatible with the community.



Photo: Courtesy of the Register-Pajaronian

One thousand native trees and shrubs plus 3,000 grass plants were planted to help restore Watsonville Slough as a condition of City approval for a new auto center on Main Street.

10 TRANSPORTATION AND CIRCULATION

INTRODUCTION AND BACKGROUND

The city's transportation network has three functions: (1) to provide for the safe and efficient movement of traffic (people and goods) in and out of the community; (2) to provide a logical framework for local development; and (3) to provide access to property for purposes of public safety.

The Transportation and Circulation chapter considers the street and highway system, alternative transportation systems, and the routing of utilities. It includes policies and implementation measures to guide the development of the transportation network. Key issues concern establishment and maintenance of acceptable levels of service, assigning priorities for road improvements, and determining responsibility for providing improvements to serve new developments.

The goals of this chapter focus on minimizing the transportation related impacts of growth, and on developing transportation options for movement of people and commodities. The role of the transportation network in determining the future development pattern of Watsonville cannot be overstated.



Traffic congestion can be lessened by implementing Transportation System Management programs such as coordinating traffic signals to provide a smoother flow of traffic and reduce waiting time.

The Transportation and Circulation chapter policies and recommendations are an effort to coordinate a variety of transportation related programs. In 1989, the City Council adopted the 1988-2005 *Major Street Master Plan* as developed by Barton-Aschman Associates. Because the land use proposals of *Watsonville 2005* differed somewhat from those used in the previous plan, the traffic model used in the 1988-2005 *Master Plan* was revised and rerun reflecting the land use proposals of *Watsonville 2005*. Barton-Aschman has prepared a memo describing the modifications made and the outcomes that function to amend the 1988-2005 *Major Street Master Plan*. The *Master Plan* is coordinated with the *Regional Transportation Plan* and the *Draft Congestion Management Plan* to the extent possible.

COMMUNITY CONCERNS

Based on the responses to the public opinion survey, concern about transportation is growing.

There was general agreement on the desire for corrective action to reduce citywide congestion and eliminate confusion associated with circulation patterns in the central business district. The following questions represent these and other specific transportation concerns raised by the public and addressed in this plan.

1. Can travel through the downtown area be made easier, faster, and safer?
2. What kinds of transit vehicles and service would encourage more people to use it?
3. How can pedestrian/automobile and bicycle/automobile conflicts be reduced?
4. How can parking in the central business district best be provided?
5. How can truck traffic in the downtown and residential areas be reduced or prohibited?
6. Is there any potential for passenger rail service or use of the Pajaro River for transportation?

7. What kinds of improvements can be made to existing streets to make them safer and more attractive?

EXISTING TRAFFIC PATTERNS

The urbanized portions of the Watsonville Planning Area are located almost exclusively to the east of Highway 1. Highway 1 provides access north through Santa Cruz to San Francisco and south to Monterey and beyond. Travel across the Planning Area occurs primarily on a series of seven major arterials: Riverside Drive, Beach Street, East Lake Avenue, Main Street, Freedom Boulevard, Green Valley Road, and Airport Boulevard. Four of the seven have direct freeway access and three of the seven are state highways. Riverside Drive (Route 129), Main Street, and East Lake Avenue (Route 152) link Watsonville and Santa Cruz County to southern Santa Clara County and Route 101, which is a major north-south route through the San Francisco Bay Area. Freedom Boulevard is the major northwest/southeast corridor, connecting the unincorporated areas of Freedom, Pinto Lake, and Corralitos to the city (see Figure 10-1).

The 1990 Census found that 52 percent of Watsonville residents actually work within the City limits of Watsonville and 87 percent work within Santa Cruz County. For all urban and rural areas of Santa Cruz County combined, only 31 percent of the residents work in the jurisdiction they reside and 78 percent work within Santa Cruz County. The mean travel time for Watsonville residents to their place of work is 18.5 minutes compared to 24.3 minutes for Santa Cruz County. Overall, Watsonville residents work closer to home than other residents of Santa Cruz County.

FUNCTIONAL STREET CLASSIFICATION

In addition to the major arterials, the city's road network consists of minor arterials, collectors, and local streets. The hierarchy of streets, based on function, is described below. Additional definition is included in the Glossary.

Freeway: A divided highway with limited access, designed for high speed, long distance travel and large traffic volumes.

Major Arterial: A relatively high speed, long distance surface street designed to move large volumes of traffic across the urbanized area and to provide access to the freeway.

Minor Arterial: Medium speed, medium capacity surface street used primarily to move traffic within the urbanized area primarily to and from residential areas to areas of employment or business.

Collector: A relatively low speed, low volume street, used for neighborhood circulation and access to private property; also used to collect traffic from local streets and distribute it to the arterial network.

Local Street: A low speed, low volume roadway providing direct access to primarily residential property; characterized by multiple driveways and on-street parking.

Figure 10-1, the major street system to the year 2005, shows arterial and collector streets in the city and its vicinity.

LEVEL OF SERVICE (LOS)

Levels of Service (LOS) are measures of congestion and operating conditions on roadway segments and at intersections (shown in Figure 10-2). Level of Service designations are based on afternoon/evening peak period traffic. For example, a segment of road with LOS E during peak hours may actually be traffic-free throughout most of the day. Level of Service A represents free flow conditions and Level of Service F represents jammed or capacity conditions.

Level of Service D provides an acceptable level of operation for urban areas and is generally used for planning purposes. *Watsonville 2005* requires street improvements when traffic volumes exceed LOS D except for those accepted to operate at less than an LOS D in the 1988-2005 *Major Streets Master Plan* as updated in 1992. Maintaining a minimum LOS D will require roadway improvements that anticipate future population.

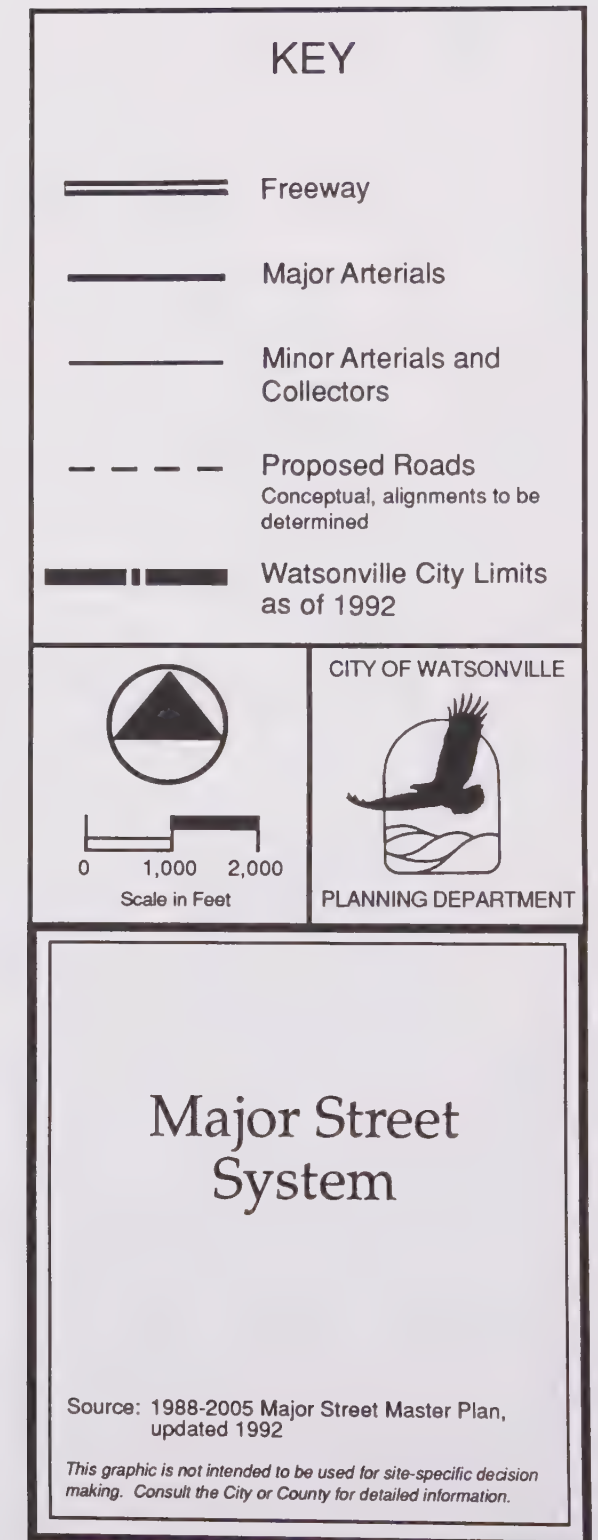
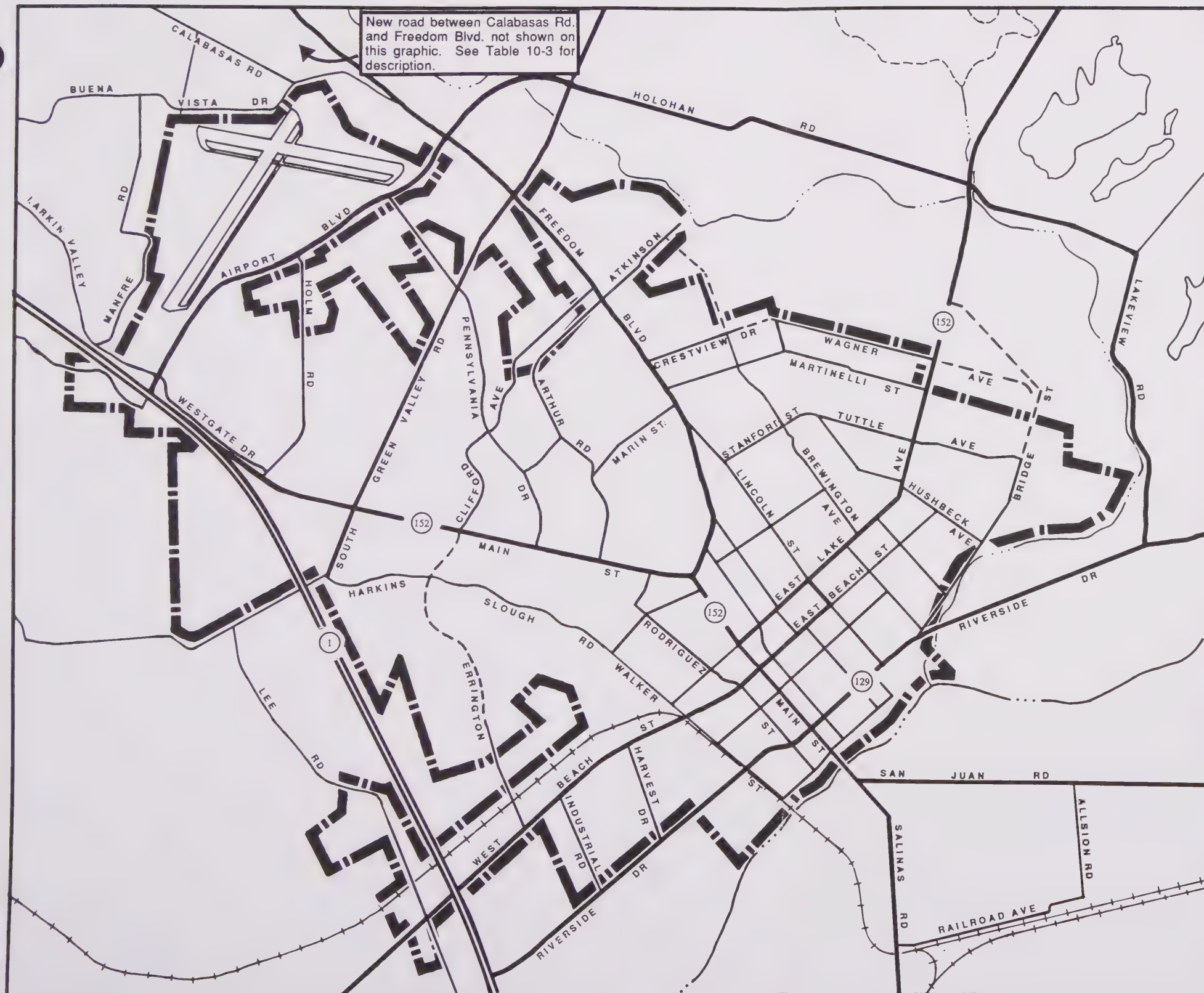


Figure 10-1

Figure 10-2 Levels of Service for Urban and Suburban Arterials

Level of Service	Description
A	Relatively free-flow. No restrictions to vehicle maneuverability or speed. Very slight delay.
B	Stable flow. Some slight reduction in maneuverability and speed. Vehicle platoons form. This is a suitable level of operation for rural design. Slight delay.
C	Stable flow or operation. Higher volumes. More restrictions on maneuverability and speed. This level of operation is suitable for urban planning purposes. Acceptable delay.
D	Approaching unstable flow or operation. Queues develop. Little freedom to maneuver. Tolerable delays for short periods.
E	Unstable flow or operation. Low operating speed; momentary stoppages. This condition is not uncommon in peak hours. Congestion; intolerable delay.
F	Forced flow or operation. There are many stoppages. The highway acts as vehicle storage area. Jammed.

Source: *Highway Capacity Manual, HRB Special Report, 1987*

The plan includes policies which link new development with traffic improvements necessary to maintain acceptable traffic flows.

MAJOR STREET MASTER PLAN

Traffic volumes on major arterials have risen significantly since 1980 when a Major Street Master Plan was prepared and traffic volumes were recorded. In 1988, the City hired Barton-Aschman Associates, Inc. to update the Master Plan which was subsequently adopted as the *1988-2005 Major Street Master Plan*. As previously noted, the *1988-2005 Major Street Master Plan* is revised as shown in the *Watsonville Major Street Master Plan 1992 Update* to reflect the population and land use projections of *Watsonville 2005*. The objectives of the *Master Plan* as amended are to:

- ensure consistency with *Watsonville 2005*
- evaluate the Master Plan in light of recent development
- determine the feasibility of a Level of Service D policy for the Watsonville circulation system

- identify the transportation improvements needed for the projected 2005 population and employment base.

In order to accomplish this, traffic counts were used to determine existing needs and to project future needs based on *Watsonville 2005* population and employment growth assumptions. Existing deficiencies in the roadway system and future deficiencies (assuming no improvements are made) were identified. Improvements needed to maintain acceptable Levels of Service were also identified.

Several different land use scenarios were applied to the traffic model. The scenarios varied in the amount of housing placed in the Buena Vista/Calabasas/Freedom area (Northwest Specific Plan Area) and the area south of the Corralitos Creek (South of Corralitos Creek Area). The overriding constraint for the housing capacity of the Buena Vista/Calabasas/Freedom area according to the traffic model was the traffic volume capacity of the road system where Calabasas Road/Buena Vista Road and Freedom Boulevard converge and intersect. The traffic model indicated that the improvements needed to this area

to accommodate more than 1,000 units would require substantial right-of-way acquisition, resident and business displacement and road construction beyond what was financially supportable by the proposed development, particularly assuming the goal to be the development of significant amounts of affordable housing. As a result, 1,000 housing units was accepted as the maximum capacity for the Buena Vista/Calabasas/Freedom area.

The model indicated that the primary constraint to the development of housing in the area South of Corralitos Creek and west of East Lake Avenue was the traffic capacity of East Lake Avenue. The traffic consultant studied East Lake Avenue and determined that additional traffic lanes could be added to East Lake for the most part within the existing constructed section. This relatively low cost, low impact improvement resulted in additional housing capacity on the lands south of Corralitos Creek. With those improvements incorporated in the model, the housing capacity of the lands south of Corralitos is 1,800 units.

The 1992 Update of the 1988-2005 *Major Street Master Plan* describes the improvements that are needed to the street system to accommodate a Level of Service D in Watsonville, based on the land use and population projections that are the basis of *Watsonville 2005*. This includes 1,000 housing units in the Buena Vista/Calabasas/Freedom Area and 1,800 units in the area south of Corralitos Creek and West of East Lake Avenue.

It is important to recognize that under the LOS D policy only 7.1 miles (4.3 percent) of the roadway system within the urban limit line will operate at LOS D, and it will only operate at that level for a small portion of the time, such as peak commute hours. An additional 7.9 miles (5 percent) will operate at LOS E or F for short time periods, also likely during peak commute hours. The majority of the road sections operating at LOS E and F do not result from the land use scenarios proposed in *Watsonville 2005*, but do so because of existing conditions that cannot be remedied, such as the Pajaro River Bridge, and were projected to operate at those same levels under the 1988-2005 *Major Street Master Plan*. Major street improvements needed to accommodate the

adopted General Plan and preferred Sphere of Influence are shown in Figure 10-3.

Four of the thirteen intersections analyzed in the Master Street Plan would operate at LOS D. One of those intersections, Green Valley Road at Freedom Boulevard, was functioning at LOS F in 1988 and is proposed in this plan to be brought up to an LOS D. Freedom Boulevard and Lincoln Street were functioning at LOS D in 1988 and will be brought up to LOS C as the result of this plan.

The City and County will need to coordinate efforts to improve the Freedom-Airport and the Freedom-Green Valley intersections depending on City and County jurisdictional boundaries at the time the improvements are needed.

State highway safety in the Watsonville Planning Area is an additional concern. Both Highway 129 (Riverside Drive), the designated truck route, and Highway 152 (Main Street, East Lake/East Beach) have high accident rates according to the Santa Cruz County Regional Transportation Plan. Safety and capacity improvements on Highway 129 and 152 will be a high priority for the City and Caltrans over the next 10 to 20 years.

CONGESTION MANAGEMENT PROGRAM

In response to the requirement of AB 471, the Regional Transportation Commission adopted a *Congestion Management Program* (CMP) for Santa Cruz County in November 1992. While state law does not require the incorporation of the CMP into the local General Plan, Watsonville will be required to comply with the CMP if the City desires to continue to receive its local share of state transportation funds.

A key objective of the CMP is to establish roadway performance standards for the most heavily travelled roadways and associated intersections in the County, including state highways and other regionally significant arterials providing access to major activity centers. Those designated roadway sections in Watsonville and vicinity include:

State Highways

- Highway 1

Figure 10-3 Proposed Road Segments and Intersections Requiring Improvements to Maintain LOS D under Future (2005) Projected Traffic Conditions

Road	Segment	Recommended Improvement
Riverside Drive	From Union Street to Lakeview Drive	Add two lanes
Airport Boulevard	From Highway 1 to Green Valley Road	Add two lanes
Green Valley Road	From Harkins Slough to Highway 1	Add two lanes
Green Valley Road	From north of Cowles Road to Amesti Road	Add two lanes
Green Valley Road	From Holohan Road to Amesti Road	Add one lane northbound
East Lake Avenue	From Holohan Road to Lincoln Street	Add two lanes
Walker Street	From Riverside Drive to Ford Street	Add two lanes
West Beach Street	From Pine Street to Rodriguez Street	Add two lanes
Wagner Street Extension	To Crestview Drive	Construct two new lanes
Wagner Street Extension	From East Lake Avenue to Bridge Street Extension	Construct two new lanes
Brewington Avenue Extension	From Crestview Drive to Atkinson Lane Realignment	Construct two new lanes
Atkinson Lane Realignment	From Freedom Boulevard to Brewington Extension	Construct two new Lanes
New Road	From Calabasas Road to Freedom Boulevard	Construct two new lanes
Freedom Boulevard	From Airport Boulevard	Add two lanes
Holohan Road	From Green Valley Road to East Lake Avenue	Add two lanes
Clifford Extension)	From Main Street to Harkins Slough Road	Construct four new lanes
Errington Road (Landmark Parkway)	From Harkins Slough Road to West Beach Street	Construct two new lanes with right-of-way for four lanes
Bridge Street Extension	From Joyce Drive to East Lake Avenue	Construct two new lanes
Intersections Requiring Improvements		
<ul style="list-style-type: none"> • Walker Street and West Beach Street • Freedom Boulevard and Lincoln Street • Green Valley Road and Main Street • Green Valley Road and Freedom Boulevard • Freedom Boulevard and Airport Boulevard 		

Source: 1988-2005 Major Street Master Plan, as updated in 1992.

- Highway 129
- Highway 152

Arterials

- Freedom Boulevard from Highway 1 to Highway 152 (the portion in Watsonville)
- Main Street between Beach Street and the Monterey County Line
- Green Valley Road between Freedom Boulevard and Highway 1

CMP - designated intersections include:

- Highway 1 (Northbound) and Riverside Drive
- Highway 1 (Southbound) and Riverside Drive
- Freedom Boulevard and Green Valley Road
- Freedom Boulevard and Main Street
- Main Street and Riverside Drive
- Main Street and Green Valley Road
- Main Street and East Lake Avenue
- Main Street and East Beach Street

If a particular roadway segment or intersection will exceed the LOS standard established by the CMP, then a Deficiency Plan must be prepared. These plans must include an analysis of the cause of the deficiency; a list of the road improvements proposed to correct the deficiency and bring the road section or intersection up to the LOS standard and the estimated cost of those improvements; and a list of alternative improvements and their costs that will improve the LOS operation of the system and contribute significant air quality improvements.

Generally, road sections and intersections are not permitted to drop below LOS D, although the CMP provides lower LOS standards where the existing network already falls below LOS D. In addition, the CMP provides that lower income housing is exempt from the LOS standard determined by the CMP. *Watsonville 2005* adopts an LOS standard of D, consistent with the CMP.

REGIONAL TRANSPORTATION PLAN

The State Transportation Improvement Program (STIP) process requires that each regional transportation planning agency prepare, adopt and submit a Regional Transportation Program (RTIP) to the California Transportation Commission every two years. This program is a seven-year capital improvement program for transportation projects in the county-wide area of Santa Cruz. State highway projects, county and city road projects using state or federal funds, transit and bicycle facility projects using state funds, and airport projects using state or federal funds are included. Implementation measure 10.D.1 of the *Watsonville 2005* General Plan is intended to ensure that the objectives of the RTIP are consistent with the land use and community development objectives of the General Plan.

TRANSPORTATION SYSTEM MANAGEMENT

Transportation System Management (TSM) is a viable alternative in Watsonville. According to the 1990 Census, 24 percent of Watsonville residents traveling to work in personal vehicles carpool with at least one other person. This compares to 14.5 percent countywide. TSM will play a key role in efforts to maintain Level of Service D on major streets, meeting the requirements of the CMP and meeting the requirements of the *Air Quality Management Plan*.

Approaches to TSM are exemplified by the Freedom Boulevard project where signals were modified in order to provide a smoother flow of traffic and reduce waiting time. Other TSM efforts will focus on major employers who will be encouraged to incorporate transit, jitney services, ride sharing programs, flexible work programs, walking and bicycling into their operations. The densities and locations for housing and job creation help to promote the effective use of TSM programs.

Even with successful TSM programs, the need for improvements to the existing system will grow with additional employment and residential development. The policies and programs set forth in this chapter transfer some of the responsibility for roadway improvements to developers whose projects increase traffic volumes. A combination of City-,

State-, and privately-funded improvements, in addition to actively promoting transit and other TSM approaches, will be used by the City to mitigate growth-related traffic impacts.

TRANSIT SERVICE

The private automobile remains the first choice for personal transportation. The Santa Cruz County Transportation Commission estimates that 2-3 percent of the daily trips taken in the Watsonville area are via transit – either fixed route buses or paratransit. Local service is provided to Watsonville residents by both Santa Cruz Metropolitan Transit District (SCMTD) and Monterey-Salinas Transit (MST). Regional service to and from Watsonville is provided by Greyhound. Private taxi cab service and a number of senior and social service agencies provide door-to-door transportation, primarily for elderly and/or disabled persons.

A survey of Watsonville transit users conducted by JHK and Associates in 1985 shows a trend which mirrors the County as a whole: Watsonville transit riders are generally transit-dependent, meaning that they do not have a car available to them for daily, personal use. While public transit is currently not a significant factor in the total transportation network, it is clearly important, because it provides a necessary service to those who do not have access to a private automobile. Reflecting the ethnic character of Watsonville, the survey also showed that more than 50 percent of the riders are Hispanic.

Changes have been made in the routes for Santa Cruz Metropolitan Transit District service to the Watsonville area. The focus of the changes is to reduce waiting times and transfers, and to improve connections to Santa Cruz and the mid-county area. These changes, along with construction of a downtown transit center facility, are intended to increase transit use within the Watsonville area and between Watsonville and northern areas of the county.

The Watsonville Transit Center is currently located at Rodriguez Street and West Beach Street. A new transit center is to be located at that location, one block from the central business district. That facility will include a 4,000-square foot structure, with conces-

sions, restrooms and an information and ticket sales area. Bicycle and vehicle parking areas and covered loading platforms are also proposed

Policies and implementation measures in *Watsonville 2005* emphasize the importance of transit not only for the transit-dependent population, but for a wide range of residents and commuters who could benefit from increased service. The land use patterns in *Watsonville 2005* include high-density residential development in expansion areas and high job-generation densities largely in the southwest quadrant of the city. These land use distribution policies result in improved opportunities to utilize transit. Major employers will be encouraged to make transit incentives a cornerstone of their Transportation System Management (TSM) programs. Policies and programs to provide transit improvements including shelters, pullouts, and reinforced pavement are included in this plan. Finally, in anticipation of increased use of bicycles, parts of the proposed greenbelt offer the potential for future bike routes. Plans for bikeways are described on the next page.

RAIL SERVICE

Watsonville is provided with rail freight service by the main line of the Southern Pacific between San Francisco and Los Angeles. This is a vital freight link between population centers and the food processing plants located in Watsonville and northern Monterey County (Pajaro). Limited freight service is also available between Watsonville, Santa Cruz, and Davenport.



A freight train shares the road with automobiles. These trains are vital to the distribution of materials to and from Watsonville.

Figure 10-4 *Needed Sidewalk Improvements*

INCORPORATED CITY			
Street	Limits	Sides	Length (FT)
Main Street	Green Valley to Pennsylvania	South	3,500
Green Valley Road	Main to Pennsylvania	North	1,000
Airport Boulevard	Westgate to Freedom (Portions)	East	4,000
Beach Street	Errington to Walker	West	3,600
TOTAL			12,100
UNINCORPORATED AREA			
Street	Limits	Sides	Length (FT)
Lake Avenue	City Limits to Fairgrounds	West	9,000
Green Valley Road	Pennsylvania to Pinto Lake	West	6,000
Freedom Boulevard	Green Valley to Area Limits	Both	5,000
Airport Boulevard	Freedom to Green Valley	Both	2,500
TOTAL			22,500

Source: 1988-2005 City of Watsonville Pedestrian Plan, with revisions

Two recent actions are of particular importance. The City, working in conjunction with Caltrans and the County Transportation Commission, designated Highway 129 as the truck route between Watsonville and Highway 101. This action was taken in response to the hazard created by trucks using Highway 152, a steep curving and narrow highway running north of, and generally parallel to, Highway 129. Funds have been approved for some curve widening and straightening on Highway 152; however, Highway 129 will continue to be the designated truck route.

As part of the *Major Street Master Plan*, truck routes have been designated within the city to limit intrusion into residential neighborhoods and reduce traffic problems caused by truck travel through the downtown area. It is expected that a major effort of the joint study being coordinated by AMBAG for the corridor extending south from Route 129 to Route

156 in Monterey County, will be to determine other appropriate truck routes for commodity movement between Highway 1 and Highway 101.

UTILITY ROUTING

The provision of adequate utilities for the projected 2005 population is discussed in the Public Services and Facilities chapter (11). The Transportation and Circulation chapter considers utilities only in terms of the potential impacts their routing could have on the community. Routing should be carefully considered to avoid potential hazards, to ensure efficiency, and to correct or prevent adverse visual impacts.

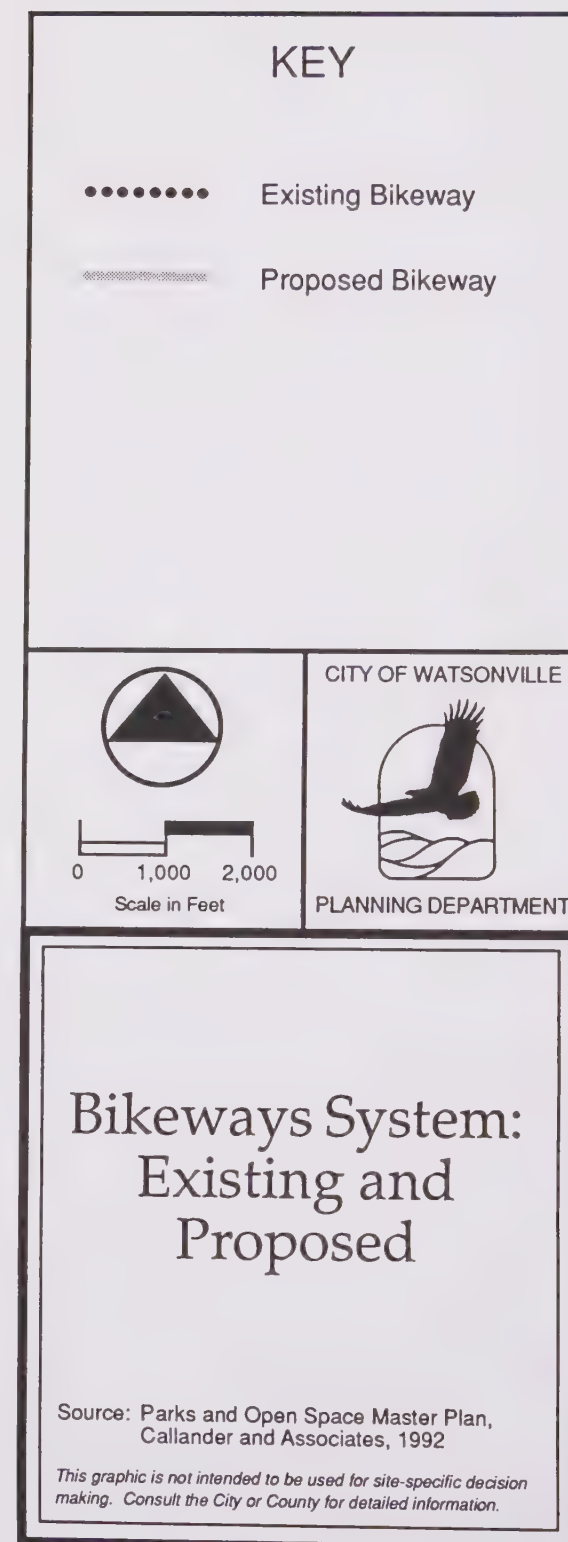
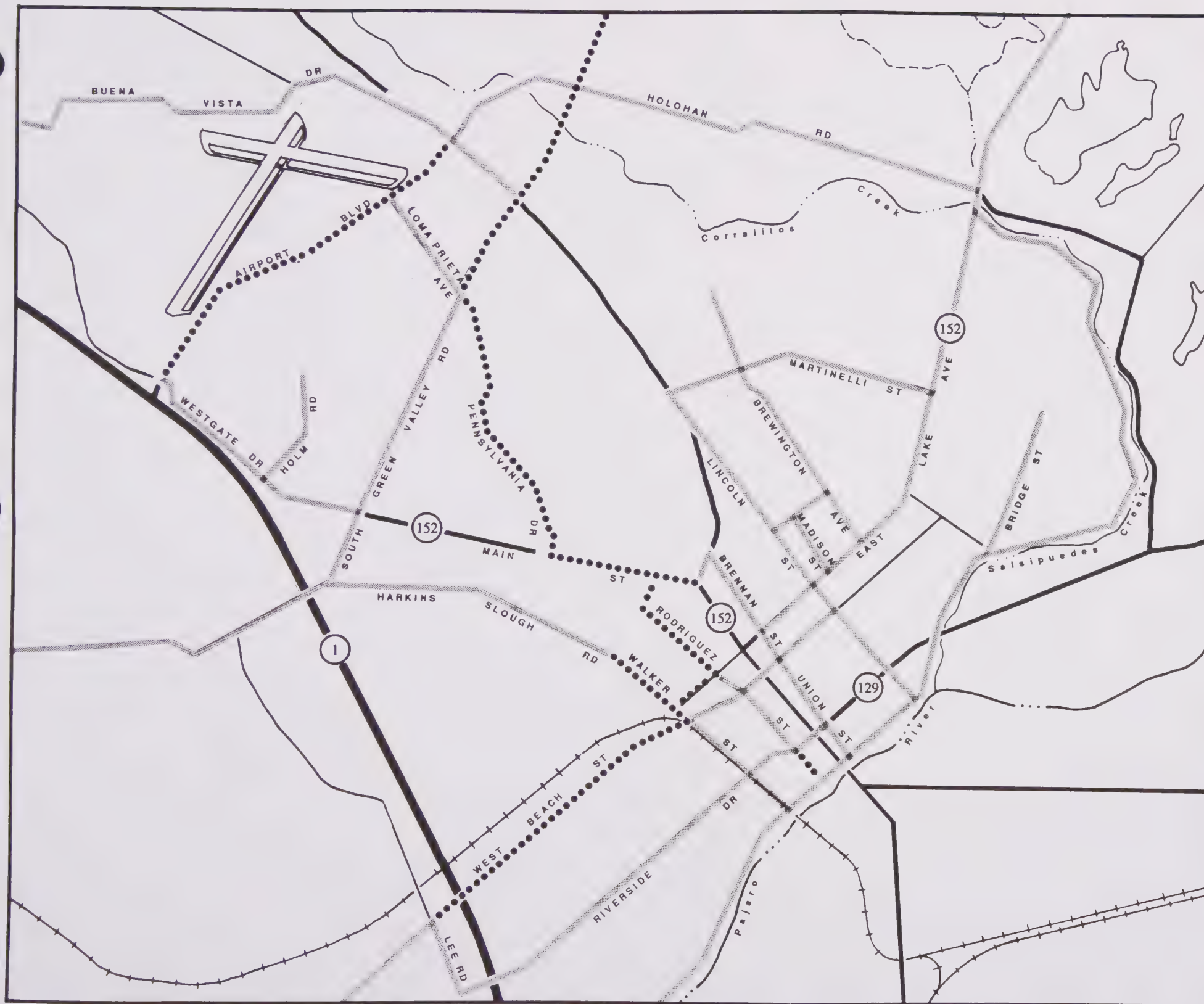


Figure 10-5

GOALS FOR TRANSPORTATION AND CIRCULATION

The goals for transportation and circulation reflect a careful evaluation of community concerns and the long-range need to provide for alternatives to private automobile use.

Goal 10.1 Street and Highway Facilities

Plan and provide for a safe, efficient, and environmentally sensitive network of streets and highways for movement of people and goods.

Goal 10.2 Transit Facilities and Service

Promote the use of transit as an alternative to the automobile for all types of travel.

Goal 10.3 Rail Facilities and Service

Plan and provide for the continued use of rail to move industrial/agricultural commodities and encourage the establishment of passenger service to the Watsonville area.

Goal 10.4 Bicycle Circulation

Plan for and provide a safe, convenient network of bicycle facilities.

Goal 10.5 Pedestrian Circulation

Recognize the importance of pedestrian travel, alone, or in combination with other travel modes, and to encourage walking.

Goal 10.6 Aviation Facilities

Maintain, protect, and improve the facilities and services of the Watsonville Municipal Airport as part of the regional transportation network.

Goal 10.7 Aesthetic Considerations

Plan and provide for a circulation network that preserves and enhances scenic amenities.

Goal 10.8 Truck Transportation

Recognize the importance of truck transportation to the Watsonville area and to plan for the safe, unobtrusive movement of trucks.

Goal 10.9 Utility Routing

Ensure the adequate provision of necessary public utilities in a way which minimizes their visual impacts and potential hazards to the safety of residents.

Goal 10.10 Emergency Access

Ensure sufficient provision of emergency or secondary access and maintain acceptable response times for all parts of the service area.

POLICIES AND IMPLEMENTATION MEASURES

Policy statements and implementation measures for transportation and circulation have been developed both to improve the existing circulation network and also to provide additional capacity for projected growth.

Policy 10.A Street And Highway Improvements

The City shall pursue a program of regularly scheduled maintenance and street improvements, accompanied by the planned extension of roadways to serve new development.

Implementation Measures

10.A.1 Improvement Scheduling – The City shall use the Capital Improvement Program to ensure that needed road improvements are scheduled for timely completion.

10.A.2 Costs of Improvements – The City shall use the development review process to ensure that new development projects creating a need for additional roadway improvements pay an appropriate share of the costs, based on traffic impact fees and assessment districts.

10.A.3 Coordination of Improvements – The Planning Department shall consult with the Public Works Department to ensure that short-range roadway improvements and exten-

sions are consistent with long-range policies for land use and community development.

- 10.A.4 Arterial Improvements** – The City shall use the Capital Improvements Program, and recommendations of the 1988-2005 *Major Street Master Plan*, as updated in 1992, to complete a network of major arterials. Arterial street design includes two-lane capacity in each direction, center-divider planting, controlled parking, limited driveway access, and pedestrian and bicycle facilities where feasible. Water conservation guidelines and dual water systems shall be considered in median development.
- 10.A.5 Alley Improvements** – For new developments adjacent to existing alleys, the City shall require that alleys be improved to a minimum standard of 20 feet.
- 10.A.6 Congestion Management Planning** – The City shall cooperate, to the extent practical, with the efforts of the Congestion Management Planning Agency to minimize traffic congestion on primary transportation routes and mitigate transportation impacts on air quality.
- 10.A.7 Signal Synchronization** – The City shall continue its efforts to synchronize traffic signals to reduce extended periods of idling and stop-and-go traffic.

Policy 10.B State Highway Improvements

The City shall encourage improvements to state highways within the Planning Area in order to increase their efficiency in the regional and local circulation network.

Implementation Measures

- 10.B.1 Highway 129: Bridge Crossing** – The City shall encourage and support the upgrading of Highway 129 to minimum state highway standards to better accommodate the transport of agricultural commodities and reduce accidents. The upgrade shall include construction of a new bridge at the Salsipuedes Creek.

- 10.B.2 Highway 129: Truck Route** – The City shall continue to encourage the use of Highway 129 as the designated east-west truck route. Encourage the addition of two lanes from Union to Lakeview.

- 10.B.3 Highway 152: Scenic Corridor** – The City shall support the designation of Highway 152 as a scenic corridor from Highway 1 east to the Santa Cruz County line. To this effect, the City shall support measures to prohibit large trucks on scenic Highway 152. Encourage the addition of two lanes from Holohan to Lincoln.

- 10.B.4 Highway 1: Freeway** – The City shall support upgrading the section of Highway 1 between the Santa Cruz/Monterey County boundary and Castroville to freeway design standard (four lanes). The City shall advocate widening Highway 1 between Highway 17 and Highway 129 to provide for at least three lanes in each direction and the provision of off- and on-ramps to Highway 1 at Green Valley.

Policy 10.C Level Of Service

The City shall maintain a minimum Level of Service D (LOS D) on all arterial and collector streets serving the City except for those accepted to operate at less than an LOS D in the 1988-2005 *Major Streets Master Plan* as updated in 1992.

Implementation Measures

- 10.C.1 Improvement Project Programming** – The City shall include and prioritize within the Capital Improvements Program the street and intersection improvements called for in the 1992 Update of the 1988-2005 *Major Street Master Plan*.
- 10.C.2 Project Funding** – The City shall require as a condition of approval that all development or rezoning which would contribute to a deterioration of existing service levels below LOS D, provide the necessary improvements, contribute to their provision through the payment of traffic impact fees, or

otherwise mitigate impacts to maintain at least an LOS D. Where existing conditions are already below LOS D, any new development must mitigate traffic conditions to the extent of preventing further deterioration in level of service or, if possible, improving level of service.

Policy 10.D Project Priority

The City shall maintain liaison with county, regional, and state transportation planning agencies to ensure the highest priority for completion is given to transportation system improvements that serve to implement the long-range land use policies of *Watsonville 2005*.

Implementation Measures

- 10.D.1 Project Evaluation** – The City shall continue to monitor and evaluate the project and program recommendations within the Regional Transportation Plan (RTP) and the Congestion Management Program (CMP) for Santa Cruz County as prepared by the Santa Cruz County Regional Transportation Commission (SCCRTC), to ensure that objectives of the RTP and the CMP are consistent with the land use and community development objectives of *Watsonville 2005*.
- 10.D.2 Resident Participation** – The City shall encourage Watsonville residents to lobby the SCCRTC on setting funding priorities for transportation improvement projects within the Watsonville Planning Area.

Policy 10.E Public Transit Facilities And Services

The City shall take an active role in transit planning by the Santa Cruz Metropolitan Transit District (SCMTD) for the Watsonville Planning Area.

Implementation Measures

- 10.E.1 Transit Vehicles** – The City shall encourage the use of small, fuel-efficient jitney type buses for local transit in the central business district and between residential areas and employment centers.

- 10.E.2 Transit Center Development** – The City shall continue to participate in a coordinated planning effort for the development of a downtown transit center with the SCMTD as the lead agency.

- 10.E.3 Transit Stop Locations** – The City shall cooperate with the Santa Cruz Metropolitan Transit District in the evaluation of, and recommendation for, location of transit stops and shelters. Transit stops and shelters should be designed to be compatible with through traffic, bicycle, and pedestrian movements.

Policy 10.F Planning For Transit

The City shall use its land use planning authority to enhance the use of transit.

Implementation Measures

- 10.F.1 Provision of Transit Facilities** – The use of transit to and from new development shall be promoted by requiring new development to include transit facilities such as bus shelters and turnouts where appropriate.
- 10.F.2 Land Use Designation** – Medium- and high-density residential designation shall be assigned to properties adjacent to existing or planned major arterials and transit corridors where the negative impacts of traffic on residential uses can be mitigated.
- 10.F.3 Mixed Use Designation** – In order to reduce dependence on the automobile and encourage the use of transit, centrally located commercial developments shall be encouraged to provide housing adjacent to or above the commercial uses.
- 10.F.4 Transportation Systems Management** – The City shall encourage major public and private employers to prepare and implement a Transportation Systems Management program (TSM), which may include, but is not limited to, ride sharing, van pooling, preferential parking, flex-time, employee bus pass programs, and other incentives for transit use.

10.F.5 TSM Incentives – The City shall provide incentives to developers to encourage them to include TSM measures in their projects. Incentives may include allowing less parking in exchange for company sponsored car or van pooling, ride sharing or transit use.

10.F.6 Special Population Needs – The City will consider the transportation needs of special populations such as children, youth, families, the elderly, and other special need populations when planning public transit facilities and services and reviewing development proposals.

Policy 10.G Transit Promotion

In order to encourage use of transit by all age groups and for all purposes, the City shall ensure that transit centers and stops are safe, attractive and do not deter transit use.

Implementation Measures

10.G.1 Transit Amenities – As part of the Capital Improvements Program and development review process, the City shall ensure that transit centers and major transit stops are accessible, well lighted, and protected from the elements.

10.G.2 Transit Center Security – The City shall make police patrol of transit centers and major stops a high priority in order to discourage criminal activities in these locations.

10.G.3 Other Fixed-Route Service – The City shall consider fixed route transit options other than the bus for major travel corridors adjacent to urban development.

Policy 10.H Paratransit

In order to encourage all types of transit use, the City shall support transit options for paratransit and other private transit.

Implementation Measures

10.H.1 Demand-Responsive Service – In order to best serve the transit needs of elderly and

disabled persons, and inhabitants of the less densely populated areas of Watsonville, the City shall encourage development of demand-responsive service for evenings and weekends when fixed-route service is unlikely to be utilized.

10.H.2 Private Transit Operations – The City shall encourage private transit and paratransit operations, including bus and taxi companies, to operate in Watsonville, in order to provide for the increased mobility of Watsonville residents.

Policy 10.I Rail Facilities Use

The City shall support existing and future use of rail facilities for both commodity and passenger transportation.

Implementation Measures

10.I.1 Right of Way Preservation – When new land uses are proposed near existing rights-of-way, those rights-of-way shall be preserved for continued or future freight or passenger use.

10.I.2 Prevention of Conflicting Land Use – The City shall not permit conflicting new land uses that could preclude the use of rail rights-of-way for future commodity or passenger uses.

10.I.3 Railroad Mitigation Measures – Development adjacent to existing railroad rights-of-way shall be required to use mitigating measures for noise and viewscapes protection in anticipation of future rail service.

Policy 10.J Future Passenger Rail Service

The City shall consider all options for future fixed guideway passenger service.

Implementation Measures

10.J.1 Rail Service Options – The City shall encourage discussion and study by both private and public agencies of options for passenger service on existing alignments.

- 10.J.2** Reservation of Right-Of-Way – Whenever feasible, areas within new development shall be reserved to accommodate future fixed guideway transit by siting new development to reserve space for future rail service on existing rights-of-way.
- 10.J.3** Transit Corridor Study – As part of the development of the specific plans proposed, the City shall identify transit corridor alternatives for consideration in the planning and development process.
- 10.J.4** AMTRAK/Caltrans Service – The City shall support addition of an AMTRAK/Caltrans passenger stop at Watsonville Junction.
- 10.J.5** Fixed Guideway – The City supports the development of a fixed guideway transportation system between Santa Cruz and Watsonville.

Policy 10.K Bicycle Facilities Development

The City shall plan for, and implement a comprehensive network of bicycle facilities in order to promote the bicycle as an alternative to the private automobile.

Implementation Measures

- 10.K.1** New Construction and Improvements – New construction and improvements to designated streets shall include facilities for safe bicycle travel consistent with the City's Bicycle Plan.
- 10.K.2** Designation of Bicycle Lanes – The City shall designate specified arterials for the development of bicycle lanes, consistent with the Bicycle Plan.
- 10.K.3** Design for Bicycle Lanes – The City shall require new development projects to include bicycle lanes as part of the project proposal, consistent with the Bicycle Plan.
- 10.K.4** Coordination of Planning – The City shall coordinate local and Santa Cruz County plans for bicycle lanes and walkways.

Policy 10.L Bicycle Facilities Maintenance

Bicycle facilities shall be kept clean and clear of obstructions.

Implementation Measures

- 10.L.1** Bike Lane Sweeping – The City shall continue a regular bicycle lane sweeping program.
- 10.L.2** Parking Enforcement – The City may institute parking restrictions along major designated arterials which are designated bike routes.
- 10.L.3** Conflict Elimination – The City shall work with the Santa Cruz County Transportation Commission Bicycle Committee and Watsonville Police Department to identify "conflict bike lanes" and to eliminate the occurrence of conflict between bicyclists and motorists.

Policy 10.M Bicycle Support Facilities

The City shall encourage bicycle facilities in new developments, as a commute alternative.

Implementation Measures

- 10.M.1** Bicycle Storage – The City shall use the development review process to ensure that new commercial, industrial, and public projects provide secure bicycle storage areas for their employees, customers, clients, and attendees.
- 10.M.2** State Design Standards – Where possible, bikeways shall be constructed and marked in conformance with Caltrans Planning and Design Criteria, and be consistent with the Bicycle Plan.
- 10.M.3** Bicycles on Bridges – The City shall require that all bridges be constructed with sufficient width (four feet minimum on each side) to safely accommodate bicycle travel.
- 10.M.4** Sensing Devices for Signalized Intersections – Vehicle sensing devices at all signalized

intersections shall be sensitive enough for bicyclists to activate the signal in the absence of a car.

Policy 10.N Pedestrian Travel

The City shall plan for, and implement a comprehensive network of safe pedestrian facilities in order to promote pedestrian travel.

Implementation Measures

- 10.N.1 Construction/Improvement – The City shall require facilities for safe pedestrian travel as part of new construction or improvements to existing streets.
- 10.N.2 Design of Walkways – The City shall require new development to include pedestrian walkways adjacent to new streets and/or connecting the development to existing streets.
- 10.N.3 Sidewalk Standards – Sidewalks on new or existing streets shall be designed and constructed according to minimum City standards, including curb cuts to facilitate use by persons with physical disabilities.

Policy 10.O Walkway Aesthetics And Safety

Pedestrian walkways should be designed to promote walking by providing a safe and aesthetically pleasing path of travel.

Implementation Measures

- 10.O.1 Walkway Lighting – Walkways and parking areas shall be required to include lighting fixtures at regular intervals sufficient for public safety.
- 10.O.2 Parking Lot Design – New developments and remodeling or use changes for existing parking areas shall take pedestrian travel into consideration.
- 10.O.3 Accessible Pedestrian Areas – All parking lots and pedestrian pathways shall be constructed in compliance with the City and/or State's accessibility standards.

- 10.O.4 Landscaping – Walkways in private developments shall be landscaped to the standards adopted by the City.

Policy 10.P Pedestrian Access

Access for pedestrian travel shall be maintained where it already exists and provided where it does not, in order to prevent or eliminate barriers to pedestrian travel.

Implementation Measures

- 10.P.1 Access to Adjoining Land Uses – The City shall require pedestrian access between adjoining multiple family residential developments, and from such residential developments to adjacent recreational or commercial areas.
- 10.P.2 Retention of Existing Access – Where alleyways, arcades, or similar pedestrian pathways already exist, new development or development associated with a change in land use shall be required to retain or replace the existing access.
- 10.P.3 School-Related Walkways – When sites are considered for neighborhood schools and/or recreational areas, access to these sites from adjacent residential areas shall be designed in order to minimize the necessity for automobile transportation and potential automobile/pedestrian conflicts. School and recreational areas that lack pedestrian amenities shall be considered for retrofitting of such amenities.
- 10.P.4 High Density Commercial Areas – New or redeveloped commercial areas shall be designed to promote walking rather than driving within the area, by clustering and/or concentrating the commercial uses and through pedestrian sensitive design.

Policy 10.Q Aviation Facilities

As the only general aviation airport in Santa Cruz County, the Watsonville Airport shall be protected from adjacent development which is incompatible with existing and future services as outlined in the

Airport Master Plan and Regional Airport System Plan.

Implementation Measures

- 10.Q.1** Cooperative Planning – The County of Santa Cruz and the City shall coordinate land use planning for parcels impacted by airport operations. The City shall encourage the County to revise the Pajaro Valley General Plan to be consistent with *Watsonville: 2005*.
- 10.Q.2** Zoning for Safety – The City shall maintain strict zoning and land use controls within the Airport Operations Impact Area.
- 10.Q.3** State Guidelines – The City shall use the State's guidelines to review and manage development within the airport's area of influence.

Policy 10.R Airport Operations

The City shall continue to emphasize the economic importance of airport operations to the Watsonville Planning Area and to the regional transportation system.

Implementation Measures

- 10.R.1** Airport Improvements – The City shall continue to seek available funding sources and make appropriate capital improvements consistent with the recommendations of the *Airport Master Plan*.
- 10.R.2** Project Funding – The City shall work with the local transportation commission, California Department of Transportation, and State Transportation Commission to ensure that projects at the Watsonville Airport are given funding priority in the State Transportation Improvement Program.
- 10.R.3** Master Plan Update – The City shall review the *Airport Master Plan* at least every five years, beginning with the 1994 update, to determine the need for additional updating.

Policy 10.S Aesthetics

The City shall seek to preserve and enhance scenic vistas to and from the transportation corridors.

Implementation Measures

- 10.S.1** Scenic Vistas – The City shall investigate the use and development of scenic vistas and roadside rest areas when major roadway improvement and extension projects are undertaken.
- 10.S.2** Visual Clutter – The City shall use land use regulations, design review, and conditions of project approval to control the size, type, and location of commercial signs, utility equipment, and trash containers to avoid visual clutter and preserve scenic vistas.

Policy 10.T Landscaping

The City shall encourage the use of vegetation to create or enhance scenic vistas and to serve as buffers for transportation facilities.

Implementation Measures

- 10.T.1** Plant Type, Size and Location – The City shall use the design review process to establish conditions for the type, size, and location of plant species along transportation corridors and in parking areas.
- 10.T.2** Tree Preservation – The City shall design roadway improvements to avoid the destruction of landmark trees, individual specimen trees, and clusters of trees whenever possible.
- 10.T.3** Screening – The City shall use appropriate plant types to screen drainage structures and other related facilities associated with roadway improvement projects.

Policy 10.U Truck Facilities And Routing

Commodity movement utilizing trucks shall be encouraged and facilitated while related impacts on City streets are minimized to the extent possible.

Implementation Measures

- 10.U.1 On-Site Facilities** – The City shall use the development review process to ensure that new development which depends on large truck transportation provides on-site facilities sufficient to mitigate the impacts related to truck size, weight, and noise.
- 10.U.2 Access Improvements** – The City shall require developers of commercial and industrial property to improve the street immediately adjacent to the project access point to standards which accommodate the weight and length of trucks entering the project site.
- 10.U.3 Damage Control** – The City shall require that damage done to public streets by trucks involved in the construction process be repaired, or the City shall be appropriately compensated.
- 10.U.4 Truck Maneuvering** – The City shall use the development review process to require that commercial and industrial development projects provide adequate on-site commercial delivery space that does not block access to adjacent streets, or require backing maneuvers on public roads for either entering or leaving.

Policy 10.V Commercial Truck Routes

The City shall take all reasonable actions to prevent heavy truck traffic from using neighborhood collector streets.

Implementation Measures

- 10.V.1 Truck Route Designation** – The City shall plan and adopt truck routes and associated regulations for the purpose of keeping large trucks out of residential neighborhoods and limiting the truck size and hours of operation in noise sensitive areas.
- 10.V.2 Truck Route Signing** – The City shall continue efforts to clearly designate appropriate truck routes and discourage the use of neighborhood collector streets for commercial truck use.

- 10.V.3 Commercial Truck Parking** – The City shall regulate the docking location and permitted hours for commercial truck parking to avoid conflict with commercial and residential traffic.

Policy 10.W Transportation of Hazardous Materials

The City shall develop a process for ensuring that hazardous wastes being transported out of and through the city are carefully monitored.

Implementation Measures

- 10.W.1 Permit Conditions** – As part of the truck route designations, specific provisions or guidelines shall be established for the hours, method, route, and amount of hazardous waste being transported. These provisions shall be used to develop permit conditions for land uses within the city which generate hazardous wastes.
- 10.W.2 Spill Cleanup** – The City shall cooperate with the California Highway Patrol to develop a plan for cleaning up hazardous substance spills which might occur on State Highways and other streets within the city.

Policy 10.X Utility Routing

The City shall continue to cooperate and work with public utilities in the routing for transmission or transportation of water, electricity, or natural gas in order to best serve the community.

Implementation Measures

- 10.X.1 Utility Location** – The City shall consider enacting an ordinance requiring public utilities to submit their plans for new transmission utilities to the Planning Department for review and comment prior to right-of-way acquisition.
- 10.X.2 Seismic Hazards** – Where possible, the City shall avoid crossing areas of known seismic activity with underground utilities. When such a route cannot be avoided, special design shall be utilized to ensure the highest

level of safety and prevention of underground ruptures.

Policy 10.Y Emergency Access

The City shall ensure that emergency or secondary access is provided for all new development in the city's service area.

Implementation Measures

- 10.Y.1** Coordinated Planning – The City's police and fire departments shall participate in the review of new projects in order to ensure that project design and circulation, and access allows maintenance of minimum emergency response time.
- 10.Y.2** Access Requirements – The City shall use the Zoning Ordinance and development guidelines to require sufficient access for emergency services in new development.
- 10.Y.3** Secondary Access – For those developments where size and/or location present potential emergency access problems, the City shall require provision of secondary access, including crash gates and emergency roads, where necessary or appropriate.

The policy-to-goal relationship is displayed in the matrix on the following page.

Transportation and Circulation Goals and Policies

		Policies											
		10A	10B	10C	10D	10E	10F	10G	10H	10I	10J	10K	10L
Goals	10.1	.	.	.	.				
	10.2				.	.	.	.	.
	10.3				.					.	.	.	.
	10.4				.								
	10.5				.								
	10.6				.								
	10.7				.								
	10.8				.								
	10.9												
	10.10												

10M	10N	10O	10P	10Q	10R	10S	10T	10U	10V	10W	10X	10Y	Goals	
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11 PUBLIC FACILITIES AND SERVICES

INTRODUCTION AND BACKGROUND

In planning for public facilities and services, it is important to assure a balance between service costs, safety, environmental protection, and achieving the desired land use pattern.

This chapter of *Watsonville 2005* addresses the need to maintain a balance between the rate of private development and the provision of public services to the city and Planning Area. Goals and policies are provided for infrastructure development, water supply, wastewater management, solid waste management, library services, educational services, and public safety.

All of these urban support services are of concern to Watsonville, although not all of them are under the direct authority of the City Council. The subjects

addressed in this chapter strongly support the goals and policies of the Land Use and Community Development chapter (4).

COMMUNITY CONCERNS

Community concerns related to the provision of public facilities and services have been evaluated and are summarized below:

1. Can the city allow urbanization to proceed without a corresponding reduction in the level of public services and urban amenities now enjoyed in the city?
2. Will urban development within the urban limit line provide adequate fiscal resources to maintain current levels of public services and additional facilities to accommodate population growth?

Figure 11-1 *Ranking of Public Service and Facilities Issues*

Statement	Ranking		
	Agree	Not Important	Disagree
1. The city needs to develop more public parks and recreation facilities	62%	18%	20%
2. The city needs a multilevel downtown parking structure	53%	15%	32%
3. The city should provide additional library services	62%	20%	18%
4. Existing roads should be widened	82%	11%	7%
5. Additional athletic fields are needed	46%	26%	28%
6. New neighborhood parks are needed	58%	18%	26%
7. New development should be allowed only if schools, parks, roads, sewers, and other facilities are adequate	87%	5%	8%
8. An 18-hole golf course is needed	25%	28%	47%

Source: *Watsonville 2005 General Plan Questionnaire*

3. Can new growth be provided with adequate water supply from the available sources and distribution system?
4. Will the wastewater management system be adequate for both population growth and new industrial development?
5. Can the solid waste disposal site accommodate the waste load that will be generated by community development and anticipated population growth?
6. Will the existing downtown location of the Watsonville Library be adequate to serve new community development in the northern and eastern portions of the city?
7. Will the Pajaro Valley Unified School District be able to acquire new school sites and develop new facilities within the existing City limits or the area immediately adjacent?
8. Will police and fire service be able to keep pace with the needs of a growing population base?

The general plan questionnaire contained several statements related to the provision of public facilities and services. Figure 11-1 shows the ranking given to each statement based on 753 returned questionnaires.

FIRE SERVICES

Watsonville is currently served by two fire stations, one at Second and Rodriguez Streets and the second located at the Watsonville Airport. The quality of fire suppression capabilities is demonstrated by the Insurance Services Office (ISO) rating of 3A, the highest in Santa Cruz County.

Staffing in 1990/91 consisted of 30 fire personnel, one secretary, and 34 reserve firefighters. During fiscal year 1990/1991 the department responded to 1,905 calls for assistance, over five per day. Figure 11-2 shows the distribution of responses by type.

The Fire Department actively pursues fire prevention and public education in the Watsonville community. In 1990 the department made approximately 7,500 contacts with members of the community in pursuit of fire prevention and public education goals. A great amount of time is spent checking building plans and inspecting facilities to make sure fire and hazardous materials hazards are under control. The department is actively involved with the schools in promoting fire safety with the children.

In order for the City to maintain current service levels while servicing a projected population of 51,600

Figure 11-2 Fire Department Response: July 1, 1990– June 30, 1991

Response	Number of Calls	Percent of Calls
1. Structure Fires	104	5.5
2. Vehicle Fires	50	2.6
3. Other Fires	118	6.2
TOTAL FIRE RESPONSE	272	14.3
4. Vehicle Accidents	164	8.6
5. Medical Emergencies	952	50.0
6. Hazardous Materials	73	3.8
7. All Other Types	444	23.3
TOTAL	1,633	100.0

Source: Watsonville Fire Department Annual Report, 1990-1991

in the year 2005, another fire station will be required. If staffing levels are to be maintained at historical (pre-1991) levels, the additional fire station and work load demand may require an increase in staffing as follows: 14 firefighters, three battalion chiefs, two fire inspectors, and an additional secretary.

The entire city is served by fire hydrants that can deliver 1,500 to 3,000 gallons per minute for up to two hours, and 1,000 to 4,000 gallons per minute for one hour to four hours in commercial and industrial areas. The department had an inventory of 18 vehicles including six pumper engines, one aerial ladder truck, one service ladder truck, one aircraft crash unit, two pickups, and six passenger vehicles, and a hazardous materials response vehicle in 1993.

The Fire Department has the important responsibility of regulating, monitoring, managing, and cleaning-up hazardous materials. The department has formed a six-member Hazardous Materials Incident Team made up of existing fire suppression personnel and one fire inspector from the Fire Prevention Bureau. The Fire Department prepares safety evaluations for the Planning Department on proposed development. In addition, in cooperation with the County, a countywide hazardous materials plan has been completed, as required by state legislation.

POLICE SERVICE

The Watsonville Police Department actively pursues the goal of improving the quality of life in its neighborhoods and business areas through "personalized" police services that reduce crime and violence, while enhancing the relationship between residents and police department employees.

The Watsonville Police Department is committed to making crime prevention the joint responsibility of the police and the local residents.

The Watsonville Police Department is staffed by 53 police officers. This includes 41 in the Patrol Bureau, seven in the Detective Bureau, and six in the Administration and Support Sections. In addition, the department staff includes eight civilian personnel. The department has 15 marked patrol vehicles, 13 detective/administrative vehicles, two motorcycle

units, one transportation van, and three specialty vehicles.

In addition to contacts made on routine patrols, the police department currently responds to approximately 3,000 calls for service per month. In order to maintain current service levels for police response, staffing shall be maintained at the current police officer/population ratio of 1:600. For the year 2005, this ratio should also include one support staff person for every three officers.

The City shall continue to support youth programs in the Police Department as they relate to youth and schools:

1. Youth Services Police Officer liaison with all schools within the city limits.
2. Police Officer assigned to juvenile crime.
3. Police Officer assigned to Child Sexual/Physical Abuse.
4. Drug Abuse Resistance Education (DARE) program taught in fifth grade by a Police Officer.
5. Tenth grade curriculum of (a) Juvenile Justice System, (b) Driving while intoxicated, (c) Drug Abuse.
6. Gang Intervention Team (GIT) participation with School District, City Recreation, and community based organizations or its equivalent).
7. Truancy Abatement (TACS) or its equivalent program which combines with the school district to remove truants from the streets and return them to school.
8. Maintain staffing to continue to offer, maintain, and supervise a Law Enforcement Explorer Scout Post.

The City shall continue to provide for its residents an answering point to report emergencies and through which emergency services can be dispatched. This can be done by enhancing the current 911 emergency center administered by the Police Department or by joining Joint Powers Authority to operate a shared emergency dispatch center with other government entities. In either case, the City shall provide modern equipment and infrastructure as well as highly trained emergency dispatchers.

The City shall provide for the humane care of animals that are lost or have strayed from their owners and continue to prevent cruelty to animals by either maintaining its own animal shelter and animal patrol service or by contracting animal welfare and control services to a private company or business, or to a semi-public entity such as the Humane Society for the Prevention of Cruelty to Animals.

The Police Department also prepares public safety evaluations for the Planning Department on project design features to help reduce traffic hazards and improve police services.

RECREATION AND PARKS

The City's Recreation and Parks Department operates a system of sixteen city parks, a senior center, and youth recreation center. This activity is currently staffed by 18 persons. The City is provided with policy direction from a seven-member Recreation and Parks Commission. The 1992 *Parks and Open Space Master Plan* proposes a standard of five acres of parkland per 1,000 population.

A City limit population of 50,500 (which excludes Interlaken) would require a continuing program of parkland acquisition, facilities development, and higher personnel levels. There may be a need for ten additional full-time park employees and four additional full-time recreation employees. Additional standards for park facilities, land requirements and



Photo: Courtesy of Register-Pajaronian

Staff members assist a student with a research paper at the Watsonville Library, which is open six days a week.

recreational programs are discussed in the Parks and Recreation chapter (8).

LIBRARY SERVICE

Library services are an integral part of the community's cultural, social, and academic activities. Watsonville is a member of the Monterey Bay Area Cooperative Library System (MOBAC). Among the services provided is a comprehensive collection of Spanish language books for both children and adults. The library also offers a variety of non-print material including records. The existing library is 16,200 square feet and operates with a staff of 12 full-time equivalent employees.

In 1991, the library staff completed a study of the city's library needs through the year 2010. This plan, the *Watsonville Public Library Building Program*, dated July 1991, called for the provision of Library space at 0.6 square feet per city resident. Staff needs were projected at one staff member for each 2,000 people in the city. The population projection for the year 2005 used in this study was 41,587. The population projection for the year 2010 was 43,708. The 2010 projection was used for library expansion planning purposes. The study called for the library to be expanded to 26,200 square feet with a service staff of 21 full-time equivalent employees.

Using the same standards as the July 1991 *Watsonville Public Library Building Program*, the year 2005 population projection results in a year 2005 library square footage need of approximately 30,300 and a full-time equivalent staff of 25. This results in a 4,100 square foot deficit by the year 2005 in the library expansion proposed in the July 1991 plan. As the city develops into the new areas of the Sphere of Influence, the need for library services in the newly developing areas will increase.

The growing population under 18 and ever tightening budgets for educational services will place additional burdens on the Watsonville library to provide a variety of educational services through 2005. Library planning should continue to be pursued throughout the time frame of the General Plan. Opportunities for the joint venture financing and use of these facilities should also be considered.

WATER SUPPLY

Water supply is an important issue in the Pajaro River Basin. In 1991, total water use in the Basin was approximately 70,000 acre feet per year. The city uses approximately 6,900 acre feet per year. Overdraft in the Basin is a significant concern. The annual average overdraft for the Basin has been estimated to be at least 11,000 acre feet. The Basin has been in an overdraft condition for about forty years. Seawater intrusion has affected numerous coastal wells in both the Santa Cruz and Monterey County portions of the PVWMA. Saline groundwater also has been encountered at depths of 700-1,000 feet below sea level at several inland locations, such as the vicinity of Panabaker Lane, the access road to the Wastewater Treatment Plant.

Water use in the Watsonville Planning Area consists of a combination of residential, agricultural irrigation, and water-intensive food processing/industrial uses. About 90 percent of the metered water supply is obtained from the operation of 10 City-owned groundwater wells within the Pajaro River Basin. These wells range in depth from 200 to 600 feet. The remaining 10 percent is obtained from the surface supply of the Corralitos and Browns Valley Creeks. The Corralitos Water Filtration Plant, which treats this surface water supply, went out of service as a result of the October 1989 Loma Prieta Earthquake. The City designed a project to repair the facility. It is anticipated that this project will be completed by the fall of 1994. Storage for city water is provided by eight reservoirs with a combined capacity of 11.6 million gallons.

Watsonville provides water to more than 11,950 (1990) metered accounts within a service area that extends over nine miles from Browns Valley on the north to the City limits on the south. Watsonville also serves the Pajaro Dunes residential complex at the edge of Monterey Bay.

Total water usage in 1990 was approximately 6,900 acre feet (an acre foot is 325,830 gallons) compared with 7,365 acre feet in 1986. This decline in water usage is attributed to voluntary residential conservation efforts, the closing of a major food processor, and discontinuance of service to the community of Pajaro in Monterey County. Of the 6,900 acre feet of

use approximately, 4,400 acre feet is residential use and 2,500 acre feet is commercial and industrial use.

The Pajaro Valley Water Management Agency (PVWMA) is the regional agency responsible for water resource management, including contracting with the Central Valley Project Manager, the Bureau of Reclamation, for imported water. The agency can contract for up to 20,000 acre feet per year. However, the PVWMA, by law, can do very little until it has an adopted Basin Management Plan (BMP). The BMP was prepared and adopted in 1993. The BMP identified a preferred alternative for balancing the Basin's water demand and supply within a 50-year planning horizon. To accomplish this objective, the preferred alternative will provide approximately 28,000 acre feet of water annually by 2040. One or more major elements will be featured, such as a pipeline for importing water from the Central Valley Projects or an off-stream reservoir for storing Pajaro River winter flows. The major element or elements will probably require at least 10 years to bring to fruition. The preferred alternative will also include strong conservation measures and a mix of small-scale recharge and supply augmentation programs that will bring near term relief and contribute to the overall BMP objective.

Water conservation is one method to slow the rate of increasing groundwater overdraft. The Watsonville water system is fully metered providing significant opportunities to institute and monitor water conservation among its users. The agricultural and industrial users in the remainder of the Pajaro Basin are on unregistered and unmetered wells making it difficult to institute and monitor water conservation. How the PVWMA will address this issue is yet unknown.

The City Council has directed the staff of the Water Division to prepare aggressive water use reduction programs in order to reduce the demands upon the groundwater and still accommodate growth within the water service area. To date, the Council has approved a prohibition against the waste of water, a school education program, a toilet retrofit rebate program, rate increases to fund the water use reduction plans, and the initial phases of a public education program. The City is also committed to working cooperatively with the PVWMA in the development and implementation of plans prepared in conjunc-

tion with the Basin Management Plan. The goal of the City water use reduction program is to reduce demands upon the groundwater by at least 16 percent from 1991 usage levels by the year 2002. The City believes this can be accomplished through a combination of programs including water conservation, plumbing fixture retrofitting, landscape replacements, Building Code changes, industrial water use changes, and reclamation and reuse.

SOLID WASTE

Watsonville's Public Works Department provides solid waste planning, collection, and disposal service within the City limits. The existing 50-acre landfill site is located off San Andreas Road approximately 1.5 miles west of the City limits. A 53-acre site purchased by the City in 1991, located immediately adjacent to the existing landfill, is anticipated to provide waste disposal through approximately the year 2015.

The existing landfill area and the proposed expansion areas are shown in Figure 11-3. Figure 11-4 shows the landfill capacities for the various landfill phases. The utilization time frame for each of the areas will vary depending on the success and implementation time frames for materials recovery programs (e.g. recycling, composting, and other non-landfill waste management concepts) in the city.

The City is required by the State to institute programs that will significantly reduce the solid waste going to the landfill. The state mandate for all communities, including Watsonville, is a 25 percent reduction by 1995, and a 50 percent reduction by 2000. The majority of materials in most landfills consists of paper that could be recycled and yard waste that could be composted. These two categories of materials are the emphasis of Watsonville's efforts. However, the City's degree of success in diverting materials from the solid waste stream will depend upon the success of local and regional market development efforts targeting the use of the recovered materials.

The City of Watsonville needs both a materials recovery program and capacity in its landfill to address future needs. The City is currently committed to two joint studies with the County. One study is looking

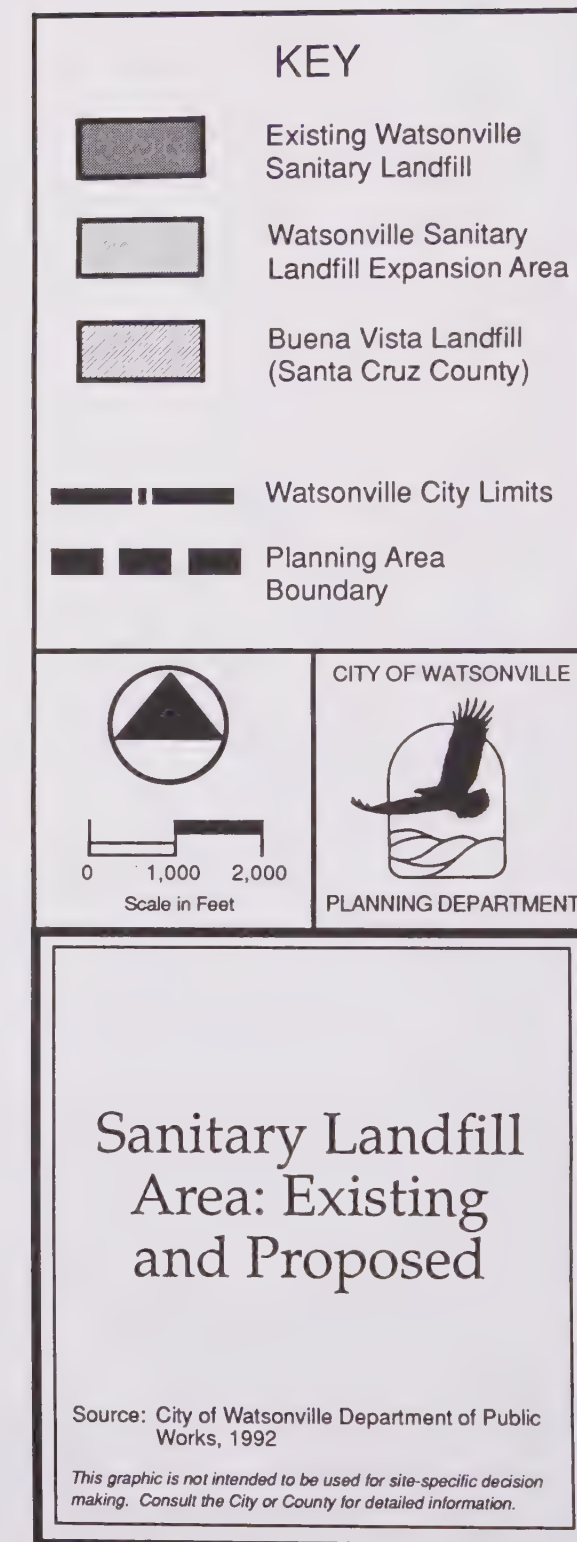
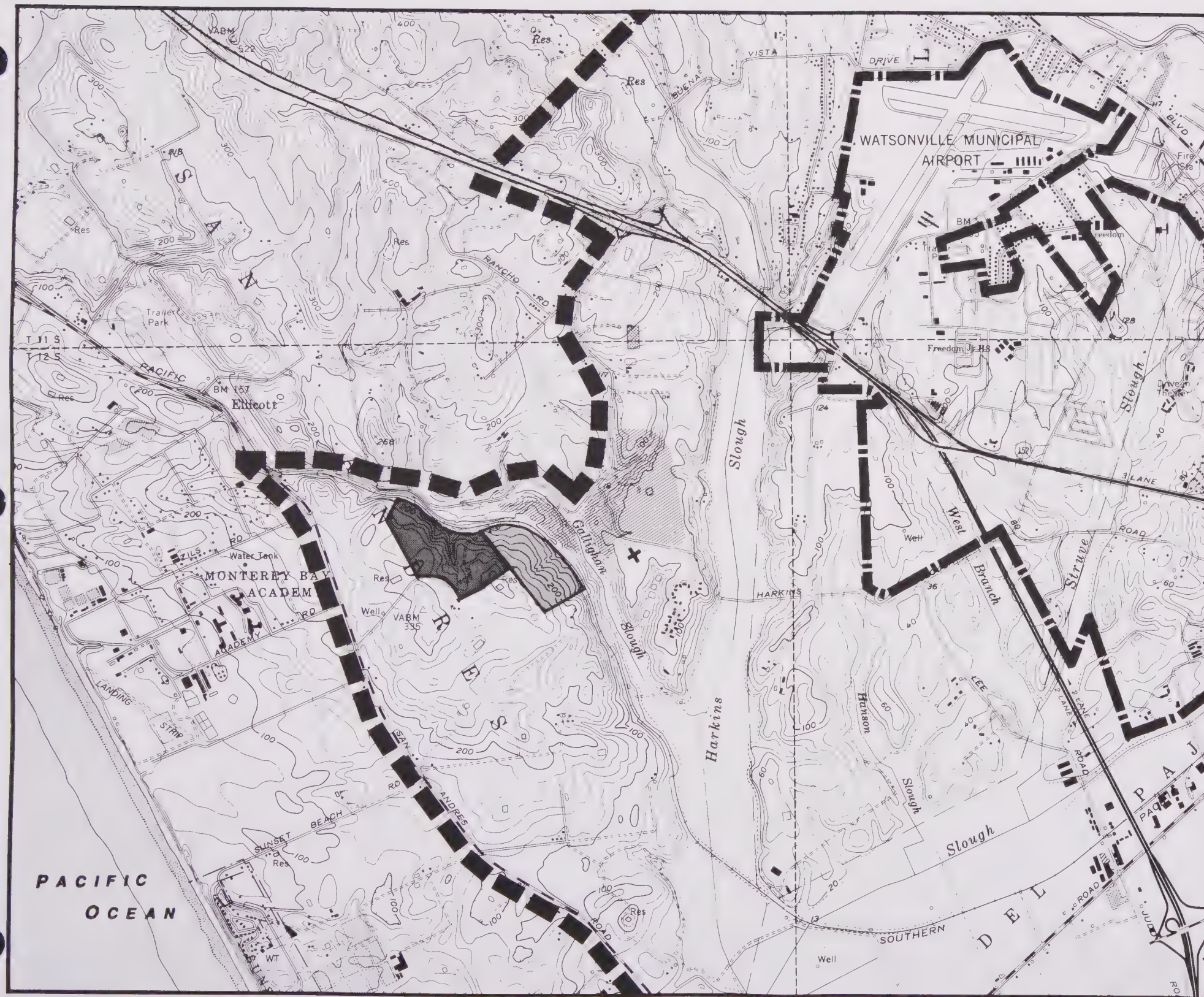


Figure 11-3

Figure 11-4 Landfill Capacity

Phase	Site	Status	Capacity
Phase I	Existing Site	Inactive	
Phase II	Existing Site	Permitted	2 years
Phase III	Final cell at existing site	Permitted	8 years
Phase IV	First 1/2 of 53 acre expansion site	Conditionally Permitted	7 years
Phase V	Second 1/2 of 53 acres expansion site	Not yet permitted	8 years

Note: Landfill capacity estimates based on solid waste generation rates for the City of 3 lbs. per person per day (current), 2.25 lbs. per person per day (1995), and 1.5 lbs. per day (2000). These numbers include commercial and industrial solid waste generation.

Source: David Koch, Director of Watsonville Utilities, 12/17/91

into the establishment of a materials recovery facility that would jointly serve Watsonville and the County. The City has the options to: joint venture with the County on such a facility, develop one of its own, or contract with another facility in another community for materials recovery services. The second joint study is looking at the potential for the establishment of joint City/County landfill operations that would coordinate and combine operations at the City and County landfill sites. Planning Area residents outside the City limits are serviced by the County landfill, located near the City's landfill on San Andreas Road.

A major concern regarding the landfill is the improper disposal of household hazardous wastes with other domestic waste. Major safety issues and potential health hazards can result for people collecting the waste, and working at the landfill site. In addition, the potential for ground water contamination resulting from leaching of hazardous wastes through the soil is significant.

The Fire Department, in cooperation with the Utilities Department and the County of Santa Cruz, is developing a household hazardous waste program to minimize the quantity of household hazardous waste that is not properly handled. It is proposed

that the landfill have a household hazardous waste storage area pending approval by all regulatory agencies.

SEWER SERVICE

Watsonville provides wastewater treatment for the city area, Freedom County Sanitation District, Sal-sipuedes Sanitation District, Pajaro Dunes, and the Pajaro County Sanitation District in Monterey County. The wastewater system in 1992 services a population of approximately 45,000 people. The existing wastewater treatment plant is located two miles west of City Hall on Panabaker Lane adjacent to the Pajaro River. This site is in the Watsonville Coastal Zone. The design capacity was increased to 16.5 mgd of advanced primary treatment capacity by improvements made to the plant in 1988/89. These improvements meet California Ocean Plan standards. The City is in the early planning stages of evaluating and planning for secondary wastewater treatment.

Average daily flows to the plant in 1991 were 5.5 mgd which is a decrease from flows experienced in the late 1980s of 8 to 9 mgd. The reduction of flow is the result of water use conservation attributed to the drought and the closing of major food processing

facilities in Watsonville. Sixty percent of the current flows are attributed to residential uses and 40 percent are attributed to industrial and commercial uses.

The projected 2005 service area population of 65,000 will generate an average daily domestic waste water flow, of approximately 75 gpd per person, totaling approximately 4.9 million gallons. The remaining capacity of about 11.6 mgd will be available for industrial flow and to assist toward the upgrading of the treatment plant to secondary treatment.

Wastewater outflow is provided by a service line that extends more than 7,000 feet into Monterey Bay to the 65 foot depth contour. The Monterey Bay was

designated as a National Marine Sanctuary. Implementation of the sanctuary should be carefully monitored for potential impact on the outflow facility and the required level of effluent quality. This recent designation may result in more stringent requirements for ocean discharge.

Sludge from the wastewater treatment plant is currently hauled to the City's landfill for disposal. The Wastewater Division is reviewing alternatives for beneficial uses for that material, rather than landfill disposal.

The City of Watsonville registers and monitors non-point source discharges through its source control



Photo: Register-Pajaronian

In a partnership, the City and the Pajaro Valley Unified School District rebuilt the performing arts center for the entire community at Watsonville High School following the earthquake in 1989. Funds from Watsonville's Measure E ballot initiative and state-matching funds were used for the project. The Henry J. Mello Center for the Performing Arts seats 834.

Figure 11-5 Pajaro Valley Unified School District Enrollment K-12

Year	Enrollment	Change
1981	12,390	
1982	12,688	+298 (2.4%)
1983	12,983	+295 (2.3%)
1984	13,579	+596 (4.6%)
1985	13,849	+270 (2.0%)
1986	14,221	+372 (2.7%)
1987	14,734	+513 (3.6%)
1988	15,345	+611 (4.1%)
1989	15,962	+617 (4.0%)
1990	16,388	+426 (2.7%)
1991	16,275	-113 (-0.1%)
TOTAL CHANGE SINCE 1981		+3,885 (31.3%)

Source: Pajaro Valley Unified School District, Business Office, 10/15/91

office. The City should continue to register these sources and monitor legislation and regulation applicable to non-point source water discharge.

SCHOOL SERVICE

Public education in the Watsonville Planning Area is provided by the Pajaro Valley Unified School District. District facilities include 14 elementary schools, four middle schools, and three high schools. Out of that group seven of the elementary schools, two of the middle schools, and two of the high schools are in the Watsonville-Freedom area. The balance are in the Aptos area and the rural areas beyond the City limits.

Between 1969 and 1991, the total enrollment of the Pajaro Valley Unified School District grew from 11,898 to 16,388. The nineteen year increase of 4,490 students represents an average annual growth of 195 students per year although 87 percent of the growth has been in the last 10 years.

Figure 11-5 shows the recent growth in enrollment. The total increase is 24 percent with the largest increases occurring in 1984, 1988 and 1989.

The Association of Monterey Bay Area Governments (AMBAG) has projected a school district enrollment of 21,200 by year 2005. This represents a 23 percent increase over the 1990 enrollment of 16,388.

The May 1987 *Site and Facility Commission Report*, prepared by the Pajaro Valley Unified School District concluded that population growth within the district has generated a need for three additional schools in the Watsonville area, including an elementary, junior high, and high school. In addition, it was determined that 300 students should be transferred from Watsonville High School to Aptos High to relieve overcrowding.

The 1990 Census indicated that 77 percent of the population 17 years of age or younger is Hispanic. This is an important aspect of the provision of primary and secondary education in Watsonville.

GOALS FOR PUBLIC FACILITIES AND SERVICE

The issues of concern to the community have been incorporated into long-term planning goals.

Goal 11.1 Service Availability

Maintain or increase the current availability of public services and facilities consistent with projected population growth in the City limits and Sphere of Influence and according to the fiscal resources of the City.

Goal 11.2 Public Services

Assure new development can be served by adequate public services and facilities.

Goal 11.3 Water Supply

Construct and maintain a water system and institute water management policy that will provide a sufficient quantity of appropriate-quality water to meet the needs of the existing and planned community.

Goal 11.4 Wastewater Management

Continue the safe and efficient collection, treatment, and disposal of domestic and industrial wastewater to meet the needs of the service population, protect the environment, and comply with all applicable regulations.

Goal 11.5 Solid Waste Management

Operate an efficient waste management program that protects the health of area residents, prolongs the useful life of the landfill site, and encourages recycling of any and all materials found to be feasible for recovery and reuse.

Goal 11.6 Library Services

Continue to improve the present library facility and services. Explore the development of a second facility to serve population growth in the eastern and northern portions of the city and Sphere of Influence.

Goal 11.7 City-School District Coordination

Coordinate facilities planning and land use planning between the City and the Pajaro Valley Unified School District, especially related to the distribution

of neighborhood parks, the construction and management of joint recreational facilities, the location of new schools, and the identification of potential school sites. Support efforts to locate advanced educational facilities in and near Watsonville.

Goal 11.8 Public Safety

Maintain public protection service levels consistent with City standards for acceptable risk levels.

POLICIES AND IMPLEMENTATION MEASURES

Policies for public services and facilities carry out long-term goals. The following policy statements serve to implement the goals of this chapter.

Policy 11.A Facilities Coordination

11.A.1 Coordination – The City shall coordinate developer-financed site improvements with publicly-financed improvements through the Capital Improvement Program.

11.A.2 Master Plan Consistency – The City shall evaluate, and may place conditions on, new development to achieve consistency with the master plans for streets, parks, water supply, and waste-water management.

11.A.3 Development Fees – The City shall maintain a schedule of development impact fees that is commensurate with the increased need for public services and facilities generated by new development.

11.A.4 Consolidation of Services – The City shall encourage the consolidation of service districts to avoid duplication of services and promote more efficient service delivery.

Policy 11.B Infrastructure

The City shall identify public infrastructure needs and use the Capital Improvements Program to schedule improvements necessary for achieving

long-term land use and community development objectives.

Implementation Measures

- 11.B.1** Growth Management – Through the use of specific plans in new growth areas, the City shall regulate the timing and location of future urban development to be consistent with the service capacity and financial capability of current support services and the five-year Capital Improvement Program schedule.
- 11.B.2** Fiscal Management – The City shall provide and monitor special funds established for specific expenditures to ensure that adequate funding levels are maintained for individual service functions.
- 11.B.3** Incremental Costs – The City shall require that new development projects pay additional incremental public service costs which they generate.
- 11.B.4** Cost Sharing – The City shall support extension of utilities to serve new development only when the cost is borne by that development and the extension is consistent with land use and community development policies and/or is necessary to serve public uses.

Policy 11.C Water System Design

The water system shall be designed, constructed and managed to provide a sufficient quantity of appropriate-quality water for the existing and planned community.

Implementation Measures

- 11.C.1** Water Supply Master Plan – The City shall revise the 1979 *Water Supply and Distribution Master Plan* to ensure that the water system can provide adequate water, of appropriate quality, to meet the density of development in accordance with the City's development policies throughout the existing and proposed water service area for the City.

- 11.C.2** On-going Planning – The Water Division and the Planning Department shall monitor growth, and project future growth centers, at no more than three year increments. The Water Division shall maintain a five, ten and fifteen year plan of capital improvements for the Water System. The City shall use the five-year capital improvement schedule to implement a program of replacement for all water mains that are at least 40 years old, on an "as needed" basis.

- 11.C.3** Pajaro Valley Water Management Agency (PVWMA) – The City shall participate in development of the Basin Management Plan (BMP) being prepared by the PVWMA in 1991 and 1992.

- 11.C.4** Water Supply System Management – The Water Supply System shall be managed and operated as an enterprise.

- 11.C.5** Site Improvements – New projects within the urbanized area shall be required to complete on-site water connection improvements consistent with water quality standards of the Water Department.

- 11.C.6** Well Management – The City shall continue a program of well monitoring and provide annual status reports on water consumption and quality. The City shall continue the program to identify abandoned wells and have them sealed to prevent aquifer contamination.

Policy 11.D Water Service Policy

The City shall follow a water service policy to ensure that the priority water service needs of the City can be met.

Implementation Measures

- 11.D.1** Allocation Policy – The City shall establish a system for prioritizing the allocation of water connections in the event of a water connection cutback.
- 11.D.2** New Water Demand Mitigation – New demand for water shall be mitigated to the

greatest extent possible. The City shall continue its present policy of demand reduction requirements for the new development and the payment of groundwater impact fees for residential construction. The policies shall be extended to other types of development on an equitable basis.

Policy 11.E Water Use Reduction

The City shall develop a program of water use reduction that utilizes a combination of water conservation, replacements, education, and reclamation and reuse.

- 11.E.1 Water Use Reduction Program** – The City of Watsonville shall develop and put into operation a water use reduction program by the end of 1992 aimed at reducing the demand upon the groundwater resources. Potential program elements include residential, commercial, and industrial water conservation guidelines; guidelines for low water use/drought tolerant landscape; incentives for efficient water use; design guidelines to encourage the creation of groundwater recharge areas; water fee structures; and water reclamation.

Policy 11.F Wastewater Management

The City shall continue to provide adequate wastewater treatment levels to meet the needs of the City and the service area users. Compliance with applicable state and federal standards will be pursued to the extent possible.

Implementation Measures

- 11.F.1 Facility Funding** – The City shall pursue federal Ocean Water Grants, Revenue Bonds, the Sewer Improvement Fund, and other funding sources for future wastewater system improvements determined to be practical or required.
- 11.F.2 Sludge Management** – The City shall utilize the Watsonville solid waste landfill for the storage of digested sludge and shall pursue other feasible alternative sludge uses and disposal methods.

- 11.F.3 Connection** – The City shall require connection to the wastewater treatment system for all areas in the Freedom and Salsipuedes Sanitation Districts which are now served by septic tanks.

- 11.F.4 Fees** – The City shall assess sanitation impact fees on new development in proportion to the amount of wastewater they are anticipated to generate and the cost of extending services unless alternative funding resources are available.

- 11.F.5 Monterey Bay National Marine Sanctuary Designation** – The City shall continue to monitor requirements connected with the designation of the Monterey Bay as a National Marine Sanctuary, particularly those related to the impact on the City's wastewater outflow facilities.

Policy 11.G Solid Waste Management

The City shall continue to operate an environmentally sensitive solid waste management program and encourage the recycling of paper, glass, plastics, and metals. The City shall encourage waste minimization and source reduction of all wastes, with special emphasis on hazardous materials.

Implementation Measures

- 11.G.1 Landfill** – The City shall use the best available technology and management practices to prevent contamination of groundwater by solid waste materials stored at the Watsonville landfill site.
- 11.G.2 Hazardous Wastes** – The City shall regulate the disposal of hazardous wastes at the current landfill site, and comply with state, federal, and local regulations for the disposal of commercial and household hazardous wastes.
- 11.G.3 Litter Control** – The City shall continue an aggressive program of street cleaning and litter abatement in order to prevent pollution of wetlands and provide for a cleaner urban environment.

- 11.G.4 Waste to Landfill Reduction** – The City shall continue to pursue compliance with the state-mandated waste to landfill reduction requirements of 25 percent by 1995 and 50 percent by the year 2000. Residential, commercial, and industrial waste stream reduction/material recovery programs will be implemented.
- 11.G.5 Landfill Expansion**–The City shall continue to pursue the permitting of landfill expansion areas to ensure future landfill capacity adequate to meet the needs of Watsonville. The development of joint City and County landfill operations shall be evaluated.
- 11.G.6 Materials Recovery** – The City shall continue to pursue the development of a materials recovery facility as: a sole developer, as a joint City/County effort, or as a contractual arrangement to use a facility in another community. The City shall also investigate composting, or other beneficial use, of municipal sludge and other biodegradable materials.
- 11.G.7 Reclamation** – The City shall study the potential for reclamation of the current landfill site for use as a recreational facility or other open space use, including agriculture, after the year 2005.
- 11.G.8 Agency Coordination** – The City shall participate with other agencies in long-range planning for: solid waste management, ecological protection, materials recovery, hazardous materials management, and energy production from solid waste.
- 11.H.2 Library Expansion** – The library staff shall continue to pursue the expansion of the existing library to address the needs of the projected population.
- 11.H.3 Expanded Library Facilities** – By 1996, the City shall conduct a study to determine the need for, cost of, and, if appropriate, identifying possible sites for a second library facility to serve the residents of the eastern and northern portions of the city and Sphere of Influence. Alternative financing and contractual arrangements with the County shall be explored.
- 11.H.4 Community Service** – The City shall provide multipurpose rooms within the library for community meetings, special exhibits, and events.
- 11.H.5 Library Agreement** – The City of Watsonville shall continue to work cooperatively with the County of Santa Cruz to manage the library in accordance with the Library Agreement.
- 11.H.6 Children, Youth and Families** – The library staff shall develop programs, as resources allow, to assist in the education and training of children, youth, and families in the city.
- 11.H.7 Cultural Diversity Awareness** – The library shall develop programs for all population sectors encouraging an understanding, awareness, and respect for the cultural diversity of Watsonville.

Policy 11.H Library Services

The City shall maintain and improve library services for residents of the City of Watsonville.

Implementation Measures

- 11.H.1 Library Master Plan** – The City shall update the July 1991 *Library Building Program* every five years to ensure that the library services needs of the residents can be met.

Policy 11.I Joint Planning

The City shall continue to work closely with the Pajaro Valley Unified School District in planning for all facets of school site acquisition and facilities development. The City shall encourage the development of advanced educational facilities in and near Watsonville.

Implementation Measures

Measure 4.F.11, which addresses higher education opportunities, also implements this policy.

- 11.I.1 Site Identification – The City and the Pajaro Valley Unified School District shall, by 1995, identify specific sites for the three new schools required to accommodate the projected population growth in Watsonville. These sites shall then be identified on the General Plan Diagram. Programs to facilitate acquisition shall be developed.
- 11.I.2 Recreation and Parks – The City shall work with the School District to explore new ways of using school facilities for neighborhood recreation and opportunities for joint development of facilities.
- 11.I.3 Improved Educational Success – The City shall formulate a special task force made up of City officials, School District officials, representatives of the City's Hispanic and special need populations, and local business leaders to develop a program of community based efforts to improve the overall success of education and training in the community and better address special needs populations.
- 11.I.4 Advanced Educational Opportunities – The City shall lobby and support efforts to establish a branch campus of the California State University system in the region, particularly as it relates to reuse opportunities for Fort Ord in Monterey County. The City shall actively seek expansion of the Cabrillo College facilities in Watsonville.
- 11.I.5 Population Projections – The City shall coordinate population growth and residential land use planning with planning for school site location and enrollment.

Policy 11.J Public Protection

The City shall continue to provide sufficient funding, trained personnel, and all necessary equipment and facilities to maintain city standards for public safety and response time.

Implementation Measures

- 11.J.1 Project Review – The City shall continue to use Police and Fire Department project

review to ensure that new development projects allow for built-in fire and police alarms and other public safety features, and to allow for review of potential traffic impacts on response time.

Police

- 11.J.2 Response Time – The Police Department shall strive to maintain a 24-hour emergency response time of four minutes or less to all parts of the city and personnel and equipment necessary to meet this standard.
- 11.J.3 Law Enforcement – The Police Department shall maintain a degree of public order which is consistent with personal freedom and the public welfare. The Police Department shall provide a consistent approach to law enforcement which recognizes the needs of the community, guarantees the rights of all parties concerned, and protects the safety and security of the residents of the community.
- 11.J.4 Crime Prevention – The Police Department shall reduce the opportunities for criminal action through: highly visible law enforcement within the city, the swift investigation and apprehension of suspected criminals, and increased public awareness of personal safety and property security techniques.
- 11.J.5 Juvenile Crime – The Police Department shall direct the behavior patterns of juveniles predisposed to the commission of crimes through the application of programs outside of the criminal justice system. The Police Department shall promote education and information programs through the area schools.
- 11.J.6 Community Participation – The Police Department shall develop community resource programs which emphasize increased community involvement and participation in defining community needs, establishing priorities, and developing programs to meet these needs. The Police Department shall promote neighborhood

crime prevention programs such as the Neighborhood Watch.

- 11.J.7 Traffic Safety – The Police Department shall preserve life and property on the highways through: the reduction of accidents and injuries, facilitation of the safe and expeditious flow of commercial and private vehicular traffic, and the public's voluntary compliance with traffic regulations due to a combination of education and enforcement.

Fire

- 11.J.8 Training – Fire Department training shall include: leadership and management, fire suppression, prevention, public education, hazardous materials, emergency medical services, disaster preparedness, and rescue-related subjects.
- 11.J.9 Response Time – The City shall strive to provide properly staffed and equipped fire stations to provide a response time of four minutes or less from the nearest fire station to all portions of the city as measured by the Fire Chief, except for residential neighborhoods which have Fire Department approved built-in protection. There would be a special planning effort by the Fire Department to provide a four to six minute response time for a first response for emergency medical service.
- 11.J.10 Fire Prevention Bureau – The City shall operate and adequately staff a Fire Prevention Bureau that will continue current efforts to reduce fire losses by proper code enforcement, public education, fire investigation, and fire prevention.
- 11.J.11 Hazardous Materials Division – The City shall maintain and adequately staff a Hazardous Materials Division to oversee hazardous material emergency management, and proper control of hazardous wastes to include source reduction and waste minimization.
- 11.J.12 Fire Staffing – The City shall strive to maintain an adequate number of personnel to accomplish an aggressive initial attack with at least three firefighters per first out fire engine for each station, and adequate reserve personnel to prevent major fire spread and/or conflagration.
- 11.J.13 Emergency Medical Services – The City shall establish an acceptable level of service for emergency medical services and find the most cost-efficient, effective way of providing paramedic services to meet that level.
- 11.J.14 Disaster Readiness – The City shall identify and plan for disaster threat scenarios, such as earthquakes, flood, fire, or major hazardous materials release. The recommendations of the *Hazard Mitigation Plan* prepared as follow-up to the Loma Prieta Earthquake (October 17, 1989) shall be implemented as discussed in the Public Safety chapter (12).
- 11.J.15 Joint Fire Protection Efforts - The City shall continue to investigate the value of joint fire protection efforts with neighboring fire districts in the Planning Area. A joint powers contract or consolidation effort could result in effective and improved fire protection in the Planning Area. The City shall actively pursue agreements with neighboring fire districts to perform joint fire protection efforts which offer measurable improvements to the City fire protection service with no substantial liabilities or extra costs.
- 11.J.16 Built-in Fire Protection - The Fire Department shall pursue methods of encouraging the installation of built-in fire protection such as automatic fire sprinkler systems and fire alarm systems. Local ordinances requiring built-in protection should be strengthened for defined residential and commercial hazards.

Each policy for public facilities and services implements one or more of goals, presented below in the form of a matrix.

Public Facilities and Services Goals and Policies

		Policies									
		11A	11B	11C	11D	11E	11F	11G	11H	11I	11J
Goals	11.1
	11.2		.								
	11.3			.	.	.					
	11.4						.				
	11.5							.			
	11.6								.		
	11.7									.	
	11.8										.

12 PUBLIC SAFETY

INTRODUCTION AND BACKGROUND

Watsonville 2005 addresses public safety and noise control through analysis of conditions and hazards that have the potential to cause loss of life, injury, property damage, economic loss, and social dislocation. For Watsonville, these constraints include seismic and other geologic hazards, flooding, urban and wildland fires, hazardous materials, aviation hazards, and harmful effects of noise. The city cannot be made hazard free, but the planning process can be used to minimize exposure to dangerous conditions. This is the concept of acceptable risk and it is an inherent part of the environmental planning process.

COMMUNITY CONCERNS

The safety concerns expressed by the community have already been noted in the Environmental Resource Management chapter (9) and the Public Facilities and Services chapter (11). They focus on the protection of people and physical environments from natural and built hazards by maintaining a high level of fire, police and other public services.

ACCEPTABLE RISK

Every community must decide what public safety standards are acceptable and the actions needed to maintain those standards. For planning purposes, an acceptable level of risk is one at which a hazard is deemed to be a tolerable exposure to danger, given the expected benefits to be gained. For some types of risk, e.g. noise and/or air pollution, numerical measures have been defined to identify the threshold of acceptable risk. In the case of seismic or flooding hazards, for example, specific locations are identified as unacceptable based on their distance from known faults or elevation.

Environmental impact review is frequently used to assist in the decision-making process. Each identifi-

able risk must be addressed with mitigation measures that eliminate or minimize potential hazards. The measures include limitation of use of locations which are prone to hazard, special construction techniques and site planning, programs to respond to hazardous conditions, and the restriction or elimination of specific operations.

GEOLOGIC HAZARDS

Watsonville lies between two major fault zones, the San Andreas to the north and east, and the San Gregorio, offshore to the west. Other active or potentially active fault zones that could affect Watsonville include the Zayante and Corralitos in the Pajaro Valley, and the Monterey Bay fault zone to the west. Figure 12-1 shows the regional location of these zones.

The U.S. Geological Service has estimated that the San Andreas fault could produce an earthquake of 8.5 magnitude on the Richter scale. In this event, the potential for surface rupture would be high. Other ground failures such as landslides and liquefaction are also possible depending on the intensity and duration of an earthquake. A large portion of Watsonville's urbanized area would be subjected to loss of soil strength resulting from liquefaction and settlement in the event of an earthquake with a magnitude similar to the 1906 San Francisco occurrence.

Liquefaction is a process by which water-saturated granular soils transform from a solid to a liquid state because of sudden shock or strain. Liquefaction is associated with saturated soils, having high sand and silt content. These soil conditions occur along broad bands which follow the creeks, sloughs, rivers and lakes that drain the Planning Area. Areas with soil subject to moderate or high potential for liquefaction are shown in Figure 12-2. Much of downtown Watsonville is in a zone of moderately high liquefaction potential. Site-specific investigations should be used to assess the potential for liquefaction-induced ground failure and identify possible mitigation measures.

The Loma Prieta Earthquake

On October 17, 1989, at 5:04 PM, a magnitude 7.1 earthquake on the Loma Prieta Fault rocked Watsonville and much of the San Francisco/Monterey Bay area. The epicenter was five miles from the City and shook the City for approximately 22 seconds. The initial shock was followed by some 8000 aftershocks, eight of which measured five or more on the Richter scale. The earthquake caused \$60 million in structural damages in Watsonville. Nineteen hundred structures sustained some level of damage, and 700 buildings were severely damaged. Twelve hundred persons were left homeless, 500 people were injured and there was one death.

Approximately 90 percent of the structural damage resulted from the failure of unreinforced masonry construction and wood frame construction not properly attached to a foundation. Significant earthquake damage was noted in the older portions of town where much pre-1940's construction still existed and where soil is subject to liquefaction. Liquefaction and subsidence were identified as a major source of damage to streets, water systems, sewer systems, and other public infrastructure.

In 1986, the City had initiated a Multi-Functional Guidance Plan format for disaster planning and commenced significant staff training efforts. As a result, the City was able to respond well to the after-quake emergency. Since 1989, the City has made an assessment of its emergency response and developed the *Hazard Mitigation Plan* for the City of Watsonville to improve response capability for future emergencies.

The *Hazard Mitigation Plan* discusses in detail the successes and problems incurred during the Loma Prieta response. This document includes a work program of 26 items to mitigate problems before they occur and improve future emergency response. The City is in the process of implementing the findings of this report.

Failure of unreinforced masonry structures is another earthquake related concern in Watsonville. Unreinforced masonry structures are particularly susceptible to crumbling and failure during earthquakes. Prior to the Loma Prieta Earthquake, Watsonville was in the process of addressing the issue of unreinforced masonry structures in the city. The City proposes to develop a program in conformance with state law to identify and address the remaining suspected unreinforced masonry structures in the city.

Areas adjacent to the San Andreas fault possess high potential for landslides. The blockage of Hecker Pass Road, northeast of the city, in 1982 temporarily disrupted access to Watsonville. Appropriate land uses on unstable slopes include open space, agriculture or very low-density residential.

Seismic sea waves or tsunamis are large oceanic waves induced by sea floor faulting. A seiche is a similar wave but occurring inside a bay or harbor. Although the urbanized area of the Watsonville Planning Area would not be directly affected by these phenomena it is likely that persons living along the coast are at risk and would use San Andreas Road and Beach Road to seek temporary shelter in Watsonville.

FLOOD HAZARDS

Figure 12-3 shows the portion of the Planning Area prone to inundation by a 100-year flood, a flooding event that has a one percent probability of occurring in any given year. More detailed information on flood-prone areas is available in the form of Flood Insurance Rate Maps produced by the Federal Emergency Management Agency (FEMA). These maps are available to the public and are used by the Public Works Department to determine the necessity for issuance of Flood Hazard Permits.

The Pajaro River and Corralitos Creek have a long history of flooding, as occurred in 1955 and 1975, and can be expected to flood again. In future flooding events, the extent of damage will depend upon the area inundated and the level of urbanization that exists in flood-prone areas. Under the Flood Insurance Program, new construction within the flood



KEY



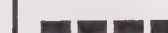
Alquist-Priolo Special Study Zones



Other Zones of Potential Surface Rupture



Watsonville City Limits as of 1992



Planning Area Boundary



0 1,900 3,800
Scale in Feet

CITY OF WATSONVILLE



PLANNING DEPARTMENT

Seismic Surface Rupture Potential

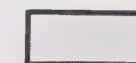
Source: USGS Maps – State of California Special Studies Zones, 1976; and, Faults and their Potential Hazards in Santa Cruz County, 1974

This graphic is not intended to be used for site-specific decision making. Consult the City or County for detailed information.

Figure 12-1



KEY



Areas of high- to moderately-high potential for soil liquefaction during an earthquake



Watsonville City Limits as of 1992



Planning Area Boundary



0 1,900 3,800
Scale in Feet

CITY OF WATSONVILLE



PLANNING DEPARTMENT

Liquefaction Potential

Source: Maps Showing Geology and Liquefaction Potential of Quaternary Deposits in Santa Cruz County, California, 1975

This graphic is not intended to be used for site-specific decision making. Consult the City or County for detailed information.

Figure 12-2

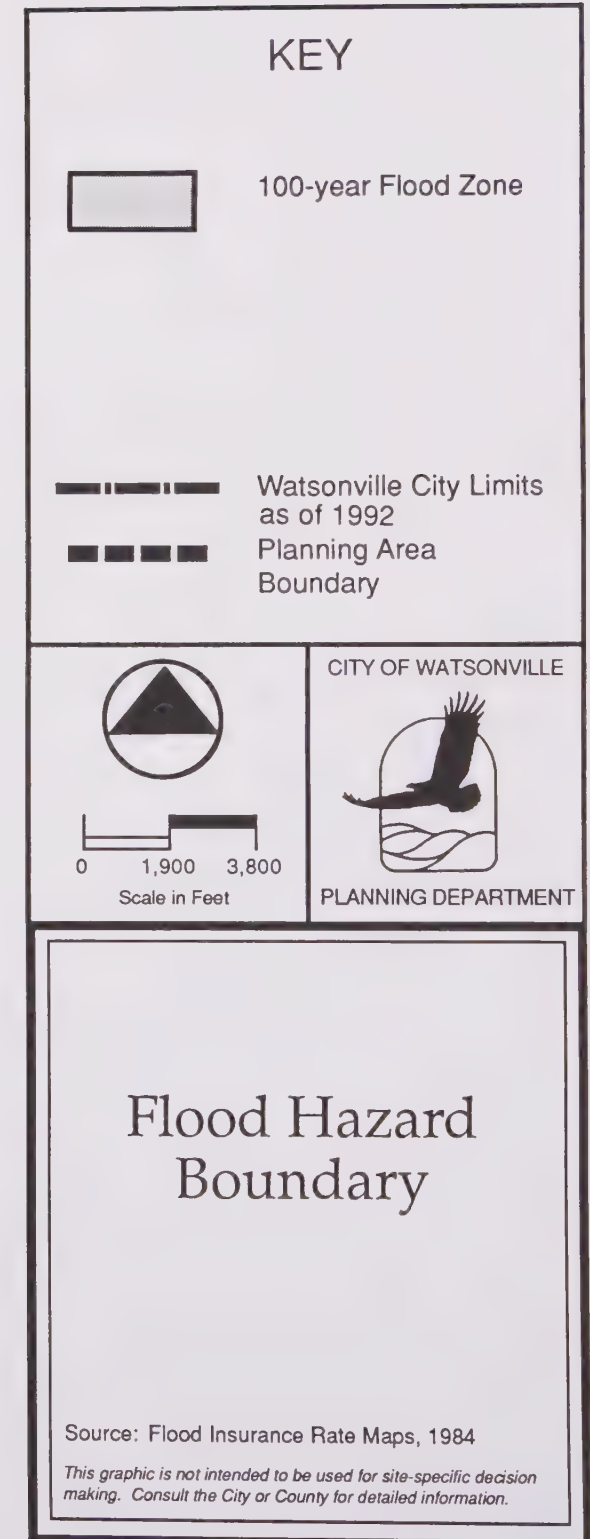
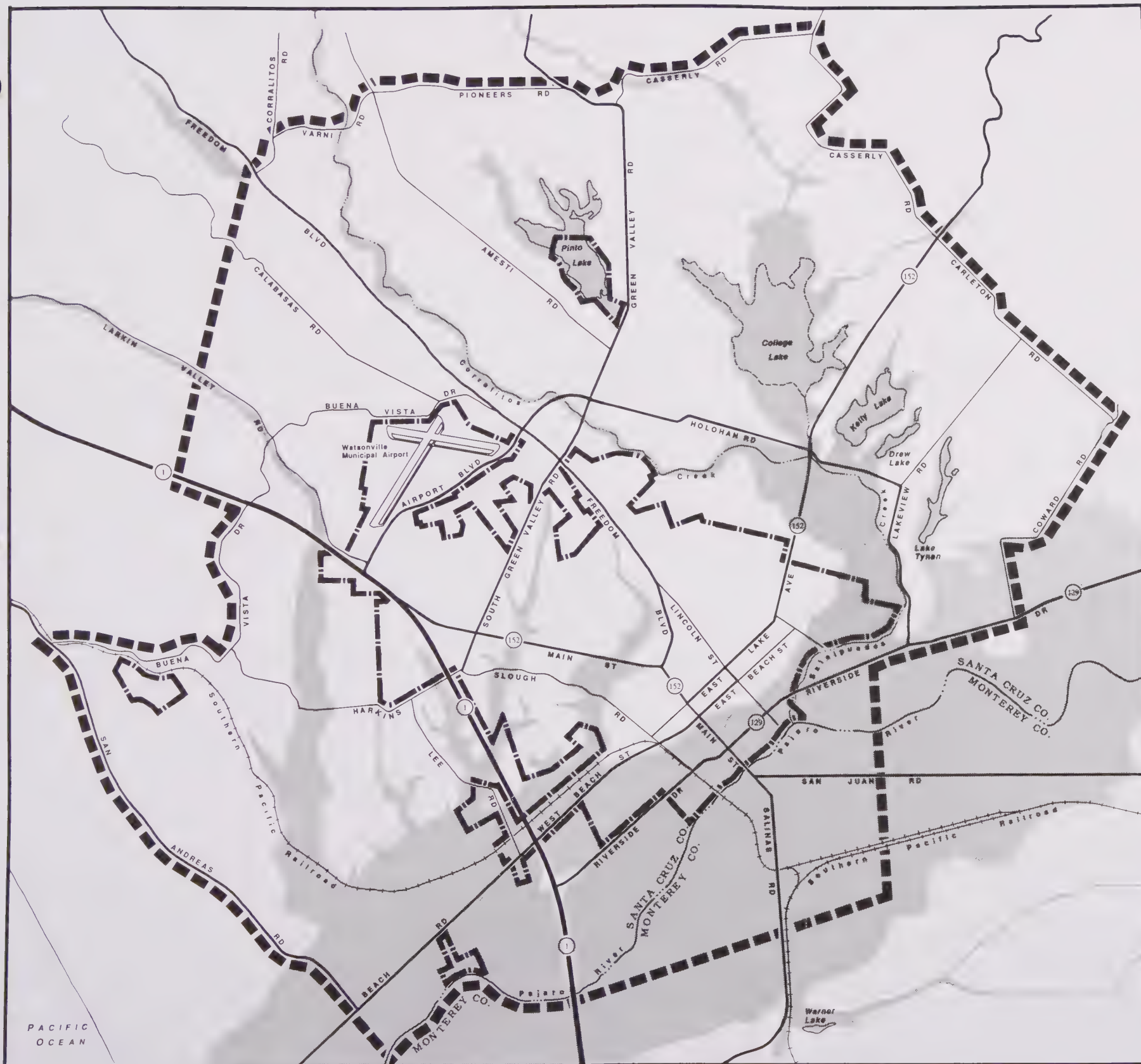


Figure 12-3

plain must be elevated above the 100-year flood level or flood proofed and will be at an acceptable level of risk.

Watsonville participates in the Pajaro Valley Task Force, a group comprised of representatives of public agencies and private interests, to address drainage concerns in the Pajaro Valley drainage basin. In October of 1991, this group recommended the establishment of Santa Cruz County Flood Control and Water Conservation District Zone 7, which is proposed to encompass the Pajaro River Valley Drainage Basin. In late 1991, both Watsonville and Santa Cruz County established Zone 7. Monterey County had not agreed to its establishment.

Since the formation of Zone 7, assistance from the Army Corps of Engineers has been requested to prepare a study to determine improvements that could be made throughout the Pajaro Valley Drainage Basin to improve flood capacity. In the Watsonville area, this study may make recommendations relative to the Corralitos and Salsipuedes Creeks and the Pajaro River. In addition, the City and County are currently working with the Department of Fish and Game to allow some clearing of vegetation, which could improve the carrying capacity of these channels by an additional three-year storm capacity. (Storm events, similar to flooding events, are described by the frequency a given magnitude storm event will occur on the average. A three-year storm is a storm that has an intensity that, on average, will occur only once every three years.)

Without major improvements, some flooding is inevitable. The existing channel and levee system along the Pajaro River has approximately a 20-year storm capacity. The Corralitos and Salsipuedes Creeks have five- and seven-year storm capacities respectively. The Monterey County North County Area Plan (1984) has designated the entire course of the Pajaro River from San Benito County to Monterey Bay as a flood-prone area (100-year floodplain).

When streets, buildings, and parking lots cover the natural ground surface, adequate storm drainage facilities must be substituted for the soil's ability to absorb rainfall. In Watsonville, the natural drainage pattern has been supplemented by a system of structures which is described in the 1980 *Storm Drainage*

Master Plan. There are five separate drainage zones within the Planning Area:

- Watsonville Slough
- Struve Slough
- West Branch Struve Slough
- Downtown
- Salsipuedes Creek.

New development is required to provide adequate mitigation measures to accommodate storm water run-off.



Photo: Courtesy of the Register-Pajaronian

Willow trees and underbrush are cleared from the channel bottom of the Salsipuedes Creek, which flows into the Pajaro River. The work is designed to improve creek and river flow and to help control flooding of the Pajaro River during winter storms.

The Watsonville Zoning Ordinance provides for a Flood Protection Zoning District (EM-F). It serves as an overlay district to regulate the uses of land in areas subject to flood inundation.

FIRE HAZARDS

For land use planning purposes, fires are classified in two categories: (1) wildland fires that occur in undeveloped areas; and (2) urban fires that involve structures and vehicles. Both types pose a threat to life and property in the Watsonville Planning Area.

Residential fire potential is high in certain areas of the city due to the age of the housing stock (approximately 3,000 units are over 40 years old), overcrowding (2,500 units were classified as overcrowded by the 1990 Census), and substandard building conditions. Based on the 1992 *Citywide Housing Survey*, 1,167 housing units in the city were found to be in need of some level of repair. Of these, only two units were considered dilapidated and eight units were in need of substantial repair. The remainder required minor or moderate repair. In addition, access to units located in certain areas is poor due to narrow alleys and limited on-site parking.

As a major food processing center, Watsonville has a highly concentrated aggregation of cold storage plants, freezing plants, canneries, and packing plants. The large buildings, intense use of plant equipment, chemicals and methods of production pose a potential fire safety problem. However, important fire prevention precautions have been taken to achieve an acceptable level of risk, including: extensive use of sprinkler systems, fire detectors linked to an approved central receiving station, frequent inspections, and improved access.

Wildland fires occasionally break out in the grasslands and on the dry, chaparral-covered hills. They are normally contained long before they pose a threat to the urbanized area. The California Division of Forestry has primary responsibility for fire suppression in watershed areas; but under provisions of mutual aid agreements, the City will provide reciprocal aid to other jurisdictions in time of emergency. The Freedom, Salsipuedes and County fire depart-

ments each have district boundaries and primary response within portions of the Planning Area.

HAZARDOUS MATERIALS

Hazardous materials include substances which are corrosive, poisonous, radioactive, flammable or explosive. Watsonville has taken action to identify and address safety issues associated with the use, storage, and transport of hazardous materials in the city. Emergency preparedness planning has been undertaken by the Watsonville Fire Department to address the issue of hazardous materials. In response to the Tanner bill, the City has adopted its own hazardous material management plan.

ELECTROMAGNETIC FIELDS

Considerable debate has occurred over the past 10 years regarding the health impacts associated with the electromagnetic fields surrounding power lines and electrical appliances. While some linkage between exposure to electromagnetic fields and health problems, such as cancer, has been demonstrated,¹ it should be noted that safe levels of exposure have not yet been determined by experts. As a result, no standards for the regulation of exposure have been developed. The City of Watsonville will continue to monitor this issue and require it to be addressed for projects in close proximity to power transmission lines as a part of the environmental review process.

AIRPORT HAZARDS

The Watsonville Airport is considered a reliever airport for general aviation from the San Francisco Bay area. Approximately 350 aircraft are located at the airport. By the year 2005, the number of aircraft based in Watsonville could increase consistent with the *Airport Master Plan*. There are 330 average daily

1. Various studies referred to in the Environmental Impact Report for the Silicon Diversified Residential Development and the "Evaluation of Potential Health Risks Due to Powerline Electric and Magnetic Fields for the Buena Vista Estates Environmental Impact Report," prepared by Andrew A. Marino, Ph.D., June 11, 1991.

aircraft operations (landings and takeoffs) from the Watsonville Airport.

The Watsonville Airport has a good safety record. Between 1973 and 1992, over one million operations have occurred at the airport with only 14 aircraft accidents (one death and four off-airport incidents). None of the recorded accidents involved a serious injury to a civilian or resident not involved with flying the aircraft.

Safety issues regarding compatibility between airport operations and the surrounding environment include noise impacts, ground safety, and flight hazards. The *Airport Master Plan* focuses on airport safety and noise abatement for future airport operations. An Airport Safety Committee meets regularly to address safety and noise issues. The City will work to aggressively manage airport noise and airport safety issues in the future.

The primary means of reducing the population's exposure to noise and accident risks is controlling land use density and limiting high occupancy structures such as schools, hotels, and hospitals.

An update of the *Airport Master Plan* began in 1991. Subsequent updates will be undertaken at least every five years to ensure that the airport's development is carried out in a manner that maintains an acceptable level of risk for the airport and the surrounding areas.

EMERGENCY PREPAREDNESS

The policies for environmental constraint management and public safety have been developed in an effort to protect lives and property by preventive measures. Watsonville also recognizes the need to remain prepared should disaster strike. The City has prepared a state-approved *Emergency Preparedness Plan* and has identified evacuation routes for the relocation of residents from any part of the Planning Area experiencing hazardous conditions. As illustrated in Figure 12-5, routes have been selected to move the population toward any point of the compass depending on the nature of the emergency.

In addition, the *Hazard Mitigation Plan*, developed after the Loma Prieta Earthquake, identifies several

emergency preparedness improvements that are of benefit in emergencies other than earthquakes. The implementation of the recommendations in that Plan will improve the city's overall emergency response capability.

The City has developed and adopted a *Community-based Disaster Response Plan*, which describes a method of organizing the efforts of the entire community around disasters. This plan includes coordinating the efforts of governmental agencies as well as schools, hospitals, businesses, non-profit agencies, and other community groups and addresses short-term and long-term recovery needs.

NOISE

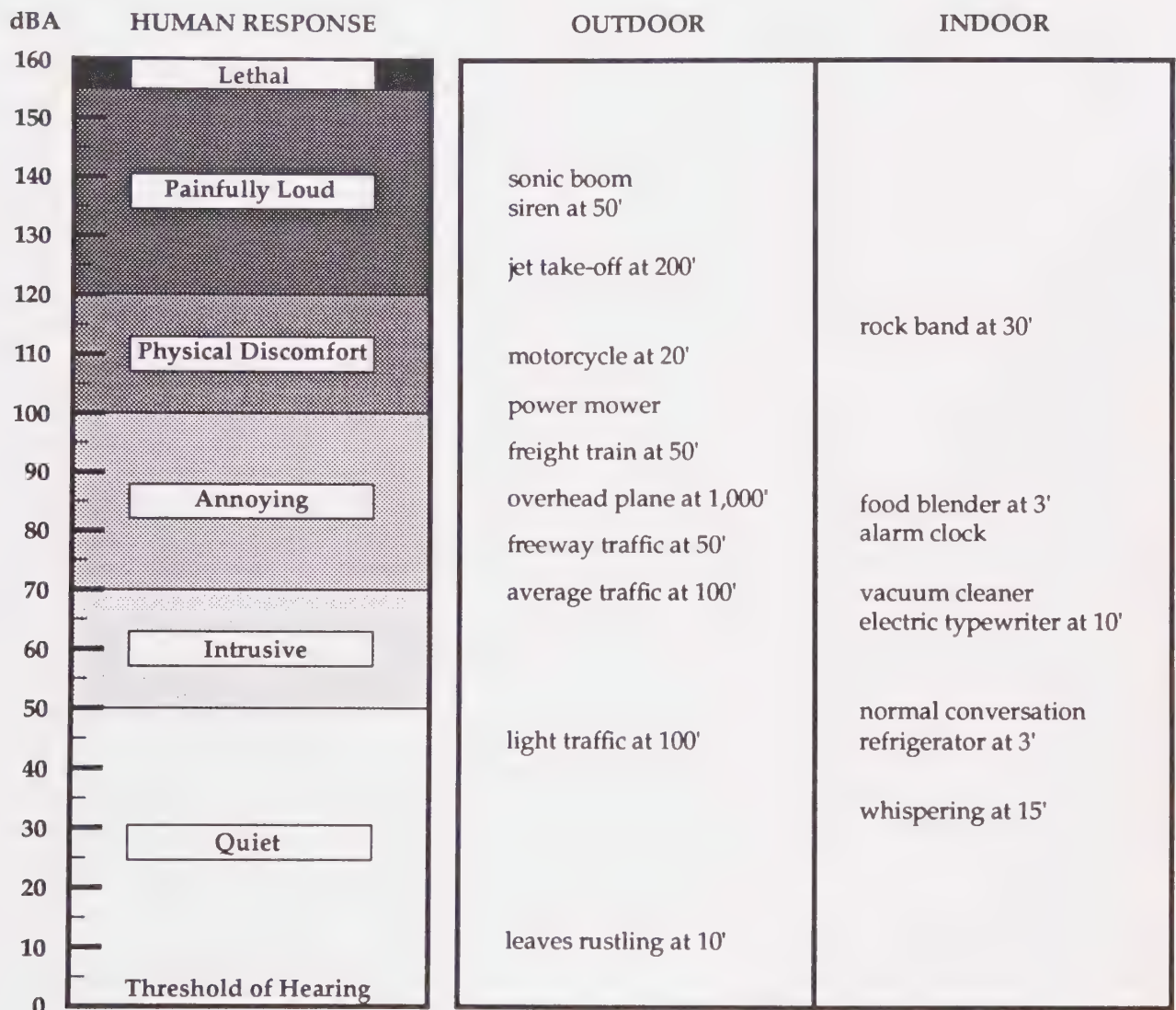
Noise generated from existing and proposed transportation sources has been identified as the predominant source of noise in Watsonville. Noise contours can be used as a guide to establish a land use pattern that minimizes the exposure of residents of the community to excessive levels of noise. The maximum exterior sound level acceptable in residential and noise-sensitive areas (e.g., parks, churches, schools, etc.) is 60 dBA. If a noise-sensitive development is projected to lie within the 60 dBA contour, measures can be taken to minimize noise impacts, such as providing for adequate setback of developments from roadways or the incorporation of special designs into the proposed roadway or development site. The maximum allowable interior noise level is 45 dBA.

The noise environment has a significant impact upon a city's overall quality of life. Noise is generally defined as "unwanted sound," and the standard unit of measurement is the decibel, abbreviated dBA (see Figure 12-4). Sound levels measured in dBA are calculated on a logarithmic basis similar to the scale used to measure earthquakes. Therefore, an increase of 10 dBA represents a 10-fold increase in the sound energy being released.

The decibel scale exhibits the following characteristics:

- A 10-dBA increase in an existing sound level approximately doubles the perceived loudness of the sound.

Figure 12-4 Acoustical Scale



Source: August 1989 Draft Watsonville 2005

- For each doubling of distance away from a line source of noise, such as a road, noise levels are reduced by 3 to 5 dBA. Doubling the distance away from a point source reduces the noise level by 6 dBA.
- The addition of two equivalent noise sources will equal a new value 3 dBA higher than the original sounds. If one sound is greater than 10 dBA higher than an adjacent sound, the lesser sound will not contribute to the resulting sound level.
- According to the Environmental Protection Agency (EPA) and various noise studies, the effects of noise on people include the following:
 - Noise levels above 40-50 dBA can disturb a sleeping person.
 - Speech interference begins to occur at 45-50 dBA, becoming severe at 60 dBA and above.
 - Work performance can be affected at noise levels of 65 dBA and above.

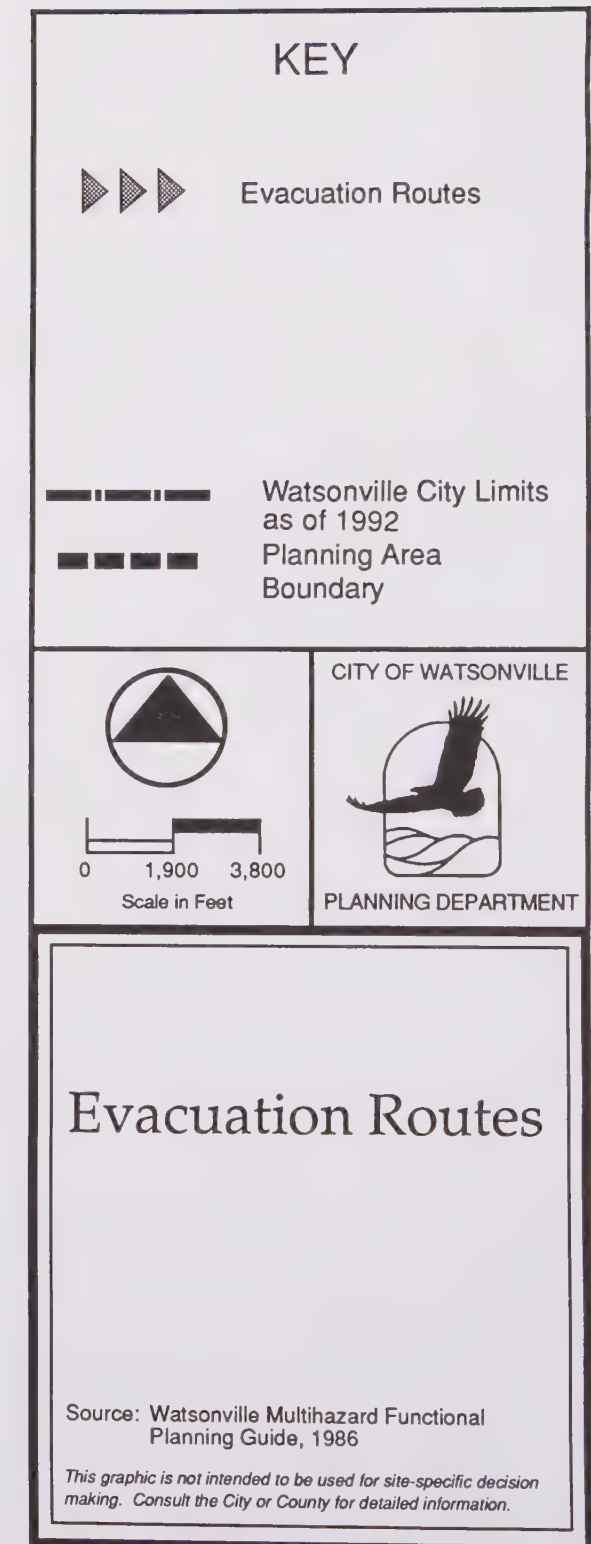


Figure 12-5

- Damage to the human ear can occur at about 70 dBA, and sounds above 70 dBA can cause physical stress, such as muscular tension, increased heartbeat, and adrenaline flow.

Measuring the effects of noise is subjective at best, since individuals have different perceptions about noise effects. The State Department of Health Services has developed average levels of sound acceptability which define noise exposure levels for varying land uses (see Figure 12-6).

The level of noise within a community is typically represented on noise contour maps. Noise contours are lines drawn about a noise source indicating constant or average dBA levels of sound during a 24-hour period exposure, as measured by the Ldn level. The noise contour for 60 dBA sound levels was used as the critical value in this analysis.

The 60 dBA sound level is consistent with the state exterior noise level standard of 60 dBA or less. Inherent in the 60 dBA exterior-noise standard is a recommended maximum interior noise standard of 45 dBA. Using normal construction techniques, it is assumed that typical building reduces outdoor noise levels by 10 to 15 dBA with open windows, and 20 to 24 dBA with closed windows. Where exterior sound levels are greater than 60 dBA, an acoustical analysis for projects may be required to ensure that the indoor standards can be achieved.

The Federal Highway Administration (FHWA) has developed a method for predicting noise generated by constant-speed traffic. This method predicts the energy of a reference noise level and adjusts it for grade, traffic flow, vehicle classification, and shielding. By using the peak-hour volumes for daily traffic, an estimate of noise level can be determined at a given distance from a source. The model was adjusted to also calculate the distance for a given level of sound. Using the standard noise level of 60 dBA, the distance that this sound level occurs can be calculated and the corresponding noise contours developed.

DEVELOPING NOISE CONTOURS

Traffic counts provided by Caltrans and the Santa Cruz County Transportation Commission were used for estimating noise levels on the highway and arterial system. The locations of the 60 dBA, 65 dBA, and 70 dBA noise contours from the road centerline were developed for each roadway link. The transportation model of the 1988-2005 Master Street Plan provided the future traffic volumes used to determine the future noise contours.

Noise contours for the airport operations were developed in the *Watsonville Airport Master Plan* in May, 1985. These contours were based on yearly runway operations, ranging from 215,000 to 230,000 per year. The *Airport Master Plan* is being updated during 1991 and 1992, and noise contours for the Airport will be updated as necessary based on information provided in the Plan.

Railroad noise is concentrated primarily in the industrial triangle formed by Route 1, Harkins Slough Road, and Beach Street. In general, rail operations are limited, and therefore have little impact on daily level of noise in the city. Although sound levels generated by train passbys have been measured at 86 dBA at 50 feet, and whistle blasts may be as high at 98 dBA, these sound levels are of very short duration and occur infrequently. The existing daily frequency of freight operations is not expected to generate sound levels in excess of desirable standards. A noise analysis should be considered if and when additional freight or passenger rail operations are contemplated, particularly if operation is proposed during the evening hours.

The highway and airport noise contours were combined for the development of the noise contour maps. The worst case between the two LOS networks was used to identify the future noise level contours. It was found that the difference between the C and D networks was very minor. The existing and future noise contours are presented in Figure 12-7 and Figure 12-8.

Transportation noise effects are concentrated along the highways with the greatest volume of traffic and highest speeds. The largest noise areas that exist presently and will exist in the future are in the

Figure 12-6 Land Use Compatibility for Community Noise Environments

LAND USE CATEGORY	COMMUNITY NOISE							INTERPRETATION
	Ldn or CNEL, dB							
	55	60	65	70	75	80		
Residential - Single Family Duplex, Mobile Home								<p>NORMALLY ACCEPTABLE</p> <p>Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.</p> <p>CONDITIONALLY ACCEPTABLE</p> <p>New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.</p> <p>NORMALLY UNACCEPTABLE</p> <p>New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.</p> <p>CLEARLY UNACCEPTABLE</p> <p>New construction or development should generally not be undertaken</p>
Residential - Multi-Family								
Transient Lodging - Motel, Hotel								
School, Library, Church, Hospital, Nursing Home								
Auditorium, Concert Hall, Amphitheatre								
Sports Arena, Outdoor Spectator Sports								
Playground, Neighborhood Park								
Golf Course, Stable, Water Recreation, Cemetery								
Office Building, Business, Commercial & Professional								
Industrial, Manufacturing, Utilities, Agriculture								

Noise Source Characteristics

The land use - noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic, but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment.

Suitable Interior Environments

One objective of locating [both single and multi-family] residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL or Ldn. This requirement, coupled with the measured or calculated noise reduction performance of the type of structure under consideration, should govern the minimum acceptable distance to a noise source.

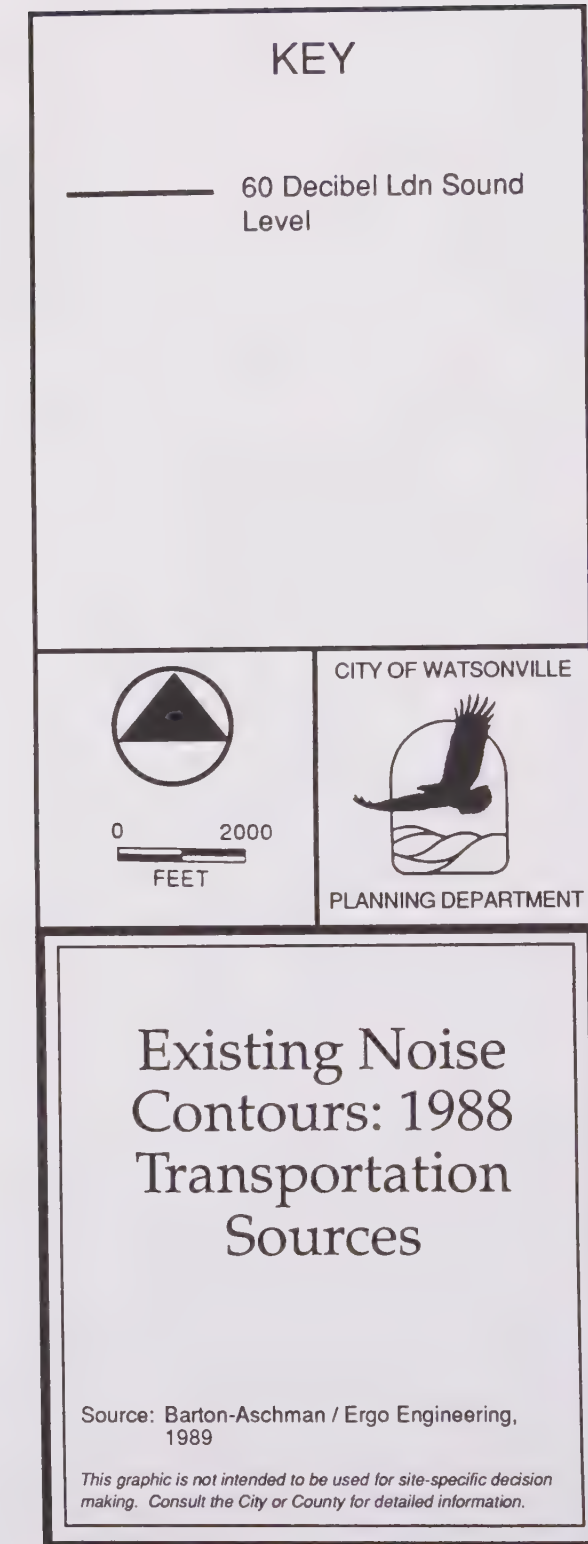


Figure 12-7

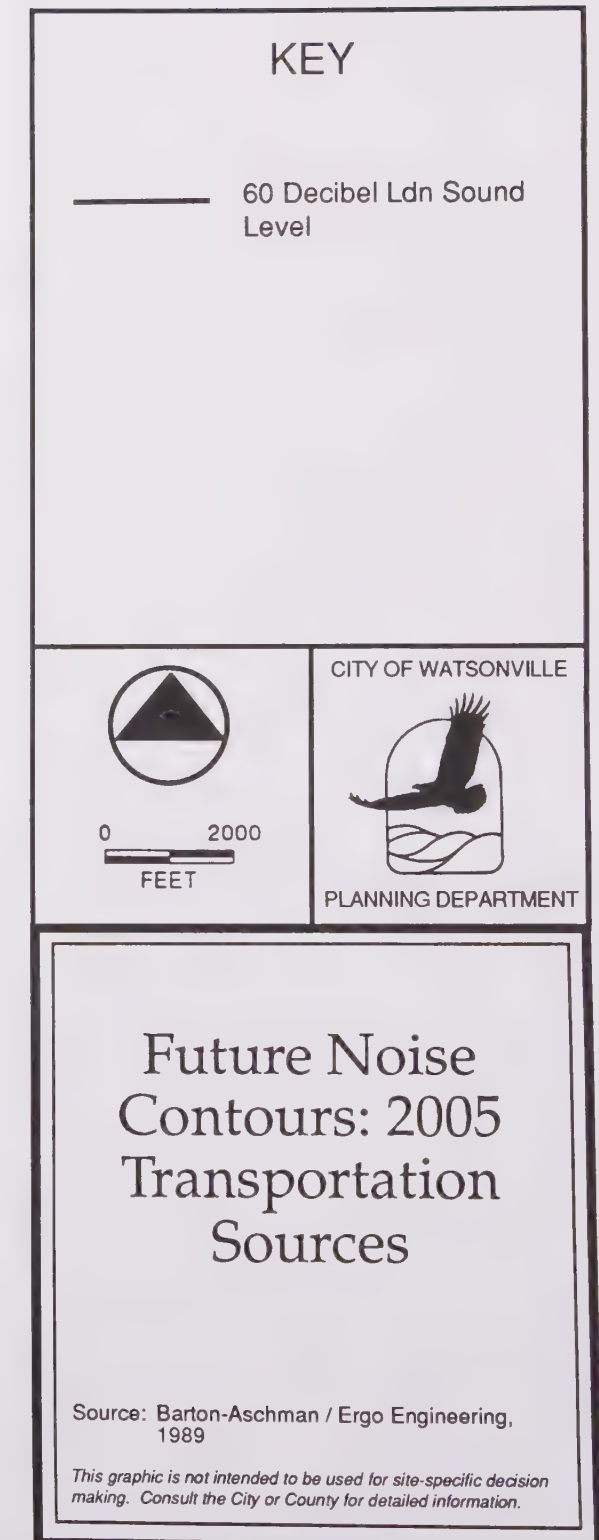


Figure 12-8

vicinity of the airport and along Highway 1. A large portion of the city is shielded from Highway 1 noise by the natural contours in the area. However, where direct line of sight to Highway 1 is possible, the 60 dBA contour reaches out in excess of 1,000 feet.

Another area of significant noise impacts occurs along Route 129. The noise intrusion band along Route 129 is nearly 600 feet wide on both sides of the highway. This is primarily because of the high speed of the facility and the flat terrain.

The major difference between the existing and future noise conditions is the growth of noise sensitive areas (60 dBA and higher) along the peripheral roads of the city, such as Martinelli and Bridge-Wagner Streets. New streets, such as Errington Road, will introduce a new noise source in the areas they traverse.

The use of landscaped earth berms and sound walls can be used along new and existing corridors to mitigate potential noise increases. For example, the use of earth berms on Highway 1 substantially reduces the area of noise impact. In the residential areas in the north side of the city, it may be useful to lower the travel speeds of the peripheral routes in order to reduce anticipated sound levels. A plus or minus of 3 dBA change in the level of sound can occur by doubling or halving the traffic volume, or by a changing the speed by ± 7 miles per hour.

The primary purpose for establishing the noise contour maps is to provide the City of Watsonville with a means to plan for the compatibility of projected land uses with the expected noise environment. If, during the project review process, a proposed noise-sensitive development is found to lie within the 60 dBA contour, measures can be taken to minimize noise impacts, such as providing for an adequate setback of the development from the roadway. A special noise analysis may be required for the project to ensure that the structure will be designed to achieve the interior noise level standard of 45 dBA.

GOALS FOR PUBLIC SAFETY

The goals for this element address state mandates for Safety and Noise. They also reflect community concerns for emergency preparedness and personal safety.

Goal 12.1 Land Use Safety

Plan for and regulate the uses of land in order to provide a pattern of urban development which will minimize exposure to hazards from either natural or human-related causes.

Goal 12.2 Seismic and Other Geologic Hazards

Reduce the potential for loss of life, injury, and economic damage resulting from earthquakes and associated geologic hazards such as landslides and liquefaction.

Goal 12.3 Flood Hazard Reduction

Reduce the potential for loss of life and property damage in areas known to be flood prone.

Goal 12.4 Fire Safety/Protection

Ensure that all existing structures in the city are maintained at adequate levels of fire suppression standards, that new structures conform to current fire safety standards, and that coordination is maintained between urban and rural fire districts for the prevention and suppression of structural and wild-land fires.

Goal 12.5 Hazardous Materials

Reduce the potential danger related to the use, storage, transport, and disposal of hazardous materials to an acceptable level of risk for city residents.

Goal 12.6 Personal Safety

Ensure that community standards for personal safety are enforced.

Goal 12.7 Emergency Preparedness

Anticipate the potential for disasters; maintain continuity of life-support functions during an emergency; and maximize efforts for post-emergency recovery.

Goal 12.8 Noise Hazard Control

Evaluate new and existing land uses in the city for compatibility related to noise effects and require, as appropriate, mitigation where harmful effects can be identified and measurable improvement will result.

POLICIES AND IMPLEMENTATION MEASURES

The policy statements for public safety are oriented toward reduction of risks to life and property. It is recognized that good planning and management can reduce risk potential, but the city cannot be made risk free. For additional policies and implementation measures on public safety, see the Public Facilities and Services chapter (11).

Policy 12.A Environmental and Public Safety

The City shall plan for and maintain development standards that minimize risks to human lives and property resulting from environmental and man-caused hazards.

The City shall protect neighboring residential development from the immediate threats of potentially hazardous industrial or agricultural materials and airport hazards through careful land use planning.

Implementation Measures

- 12.A.1 Airport Compatibility** – The City shall use its development review process to ensure that proposals within the Airport Operations Impact Area are carefully analyzed to prevent and minimize potential hazards. Projects shall be consistent with the city's and state's guidelines for buildings and land uses compatible with airports.
- 12.A.2 Airport Operation Buffer** – Those areas within the safety sensitive airport operations buffer area shall be maintained in open space which serves agricultural, recreational, alternative transportation, and/or environmental protection needs.

- 12.A.3 Industrial Buffer Zones** – The City shall require new industrial projects to provide a clear zone between industrial structures and adjacent residential land use.

- 12.A.4 Notification** – In addition to establishing agricultural buffer areas, the City shall encourage notification of residents of abutting residential property when applications of insecticides or other dangerous substances are scheduled.

- 12.A.5 Risk Reduction** – The City shall identify, avoid, and/or minimize natural and human-caused hazards in the development of property and the regulation of land use.

- 12.A.6 Electromagnetic Fields** – The City shall continue to pursue the evaluation of the impact of electromagnetic fields associated with power transmission lines as a part of the project environmental review process.

Policy 12.B Seismic Hazards

The City shall use the development review process to ensure that potential geologic hazards are evaluated and mitigated prior to construction.

Implementation Measures

- 12.B.1 Geologic Review** – The City may require a geotechnical report prepared by a registered professional prior to the issuance of a building permit.
- 12.B.2 Structural Design** – The City shall place structural design conditions on new development to ensure that recommendations of the geotechnical evaluation are implemented.
- 12.B.3 Setbacks** – The City shall require that all structures be located a minimum of 50 feet from any active or potentially active fault trace.
- 12.B.4 Essential Facilities Integrity** – The City shall evaluate the ability of essential public facilities to maintain structural integrity as defined by the state in the event of a strong

earthquake. Those facilities unable to maintain structural integrity shall be modified in order to bring them into conformance. Emergency guidelines shall be developed in those buildings where structural modification is not feasible.

- 12.B.5 Safety Conditions** – The City shall require the application of seismic safety use conditions for development in the Seismic Safety District (EM-SS) as described in the Zoning Code.
- 12.B.6 Unreinforced Buildings** – The City shall establish a program to evaluate, and mitigate where possible, potentially hazardous buildings constructed prior to the adoption of building codes for earthquake resistant design. The focus of this evaluation shall be buildings constructed of unreinforced masonry walls.
- 12.B.7 Seismic Hazard Mapping** – The City shall update current seismic hazard zone maps as new information becomes available and use those maps in the development and application of an environmental constraint matrix to evaluate proposed building sites.
- 12.B.8 Public Information** – The City shall participate with other appropriate agencies to provide the public with information on what actions to take before, during, and after an earthquake.

Policy 12.C Soil Constraints

The City shall take all appropriate actions to ensure that current land use activities and new developments are mitigated to prevent soil failure and other soil-related dangers.

Implementation Measures

- 12.C.1 Risk Mitigation** – The City shall identify and mitigate to an acceptable level of risk new development proposed in areas with geologic, seismic, flood, or other environmental constraints.

- 12.C.2 Soils Investigation** – The City shall require a soils investigation report prior to new development on sites deemed to have a high potential for soil erosion, landslide, or other soil-related constraints.

- 12.C.3 Foundation Design** – The City shall require that new development provide for appropriate foundation design to comply with city building standards and recommendations of the soils investigation.

- 12.C.4 Slope** – The City shall not permit new development on soils that are subject to landslide.

- 12.C.5 Final Soil Grade** – The City shall require that soil grading blend with natural topography and that final cut slopes shall be no steeper than three horizontal to one vertical (33 percent).

Policy 12.D Flood Hazard Reduction

The City shall pursue the protection of new and existing development from the impacts of flooding up to the 100-year event.

Implementation Measures

- 12.D.1 Flood Protection** – The City shall require new development to conform to the Flood Damage Prevention Ordinance and the guidelines of the National Flood Insurance Program.
- 12.D.2 Storm Water Retention** – The City shall condition new development to provide for on-site retention and percolation of storm water run-off.
- 12.D.3 Storm Drains** – New development shall be required to pay for or extend all necessary storm drains to serve the project site.
- 12.D.4 Storm Water Collection** – The City shall require street design to include curbs and gutters that collect and direct storm water run-off to drainage facilities.
- 12.D.5 Flood Mitigation** – The City shall pursue planning and financial support for the

improvement of flood conditions along the Corralitos and Salsipuedes Creeks, the Pajaro River, and other areas of the drainage basin impacting Watsonville as recommended by the Santa Cruz County Flood Control and Water Conservation District Zone 7.

Policy 12.E Hazardous Materials Control

The City shall strictly enforce ordinances and regulations for the use, storage, transport, and disposal of hazardous materials.

Implementation Measures

- 12.E.1 Inspections** – The City shall conduct periodic safety inspections of industrial and commercial facilities that use and store hazardous materials and dangerous chemicals.
- 12.E.2 Training** – The City shall conduct periodic training exercises for the identification, containment, decontamination, and disposal of hazardous materials.
- 12.E.3 Planning** – The City shall conduct periodic review and update of all Hazardous Materials Management Plans, as well as the city's Area Plan, for responding to and controlling hazardous materials emergencies.
- 12.E.4 Education** – The City shall conduct public education programs on the safe use, storage, and disposal of hazardous materials.
- 12.E.5 Collection and Disposal** – The City shall follow state and federal regulations to ensure that hazardous wastes are collected, and disposed of, in a manner that prevents contamination to air, soil, or water. Special effort shall be made to develop a Hazardous Waste Disposal Program for low-level users (i.e., households, small business).
- 12.E.6 Identification of Potentially Hazardous New Businesses** – The City shall use the development processing and business license process to identify potential hazardous uses and to require preventative programs including, but not limited to, the development of neigh-

borhood, area evacuation plans, and hazardous material handling and disposal plans.

Policy 12.F Fire Safety Standards

The City shall use development approval authority, code enforcement, and periodic inspections to ensure that fire prevention standards are maintained.

Implementation Measures

- 12.F.1 Access** – The City shall require that new driveways and roadways meet minimum standards of the Uniform Fire Code or subsequent standards established by city ordinance.
- 12.F.2 Cul-de-Sacs** – New cul-de-sac streets shall have a minimum 32-foot turning radius.
- 12.F.3 Private Access Roads** – All private access roads shall be maintained by a responsible party to ensure safe and expedient passage to the Fire Department at any time. All locking devices shall be subject to approval of the Fire Department.
- 12.F.4 Road Construction** – Roadways shall be "all-weather" type, as defined by city standards.
- 12.F.5 Width and Vertical Clearance** – All roadways shall maintain city standards for minimum width and vertical clearance.
- 12.F.6 Alleys** – Existing alleyways shall be upgraded to city standards for emergency access, street addressing, and available water supply.
- 12.F.7 Emergency Access** – On dead end streets longer than allowed by city development standards, secondary emergency access shall be required for use by emergency vehicles or approved built-in fire protection provided.
- 12.F.8 Fire Flow** – New development shall be conditioned to provide adequate water for fire suppression in accordance with city standards for minimum volume and duration of flow.

12.F.9 Open Area – Property owners shall be responsible for maintaining vacant sites free of trash, weeds, or other fire safety hazards.

12.F.10 Building Safety – Property owners shall be responsible for maintaining their structures at a reasonable degree of fire and life safety as identified by the uniform fire, building, mechanical, electrical and other such adopted codes and city ordinances.

12.F.11 Built-In Fire Protection – The City shall continue to promote the installation of built-in fire extinguishing systems and early warning fire alarm systems. The City acknowledges the fact that built-in fire protection is a better substitute than expanding public fire protection services.

12.F.12 Street Name and Numbering – The City shall ensure that new developments within the city do not duplicate areawide street names and that address numbering follows a logical progression.

12.F.13 Fire Cause Investigation – The Fire Department shall determine the cause of all fires responded to and support law enforcement agencies in their investigation of deliberately set fires.

Policy 12.G Fire Safety Education

The City shall use Fire Department personnel to perform effective fire safety and prevention programs.

Implementation Measures

12.G.1 Public Schools – The City shall provide fire safety and prevention programs for the Pajaro Valley Unified School District.

12.G.2 Institutions – The City shall provide classes in fire safety for high occupancy institutional land uses, and commercial and industrial occupancies.

12.G.3 Community Groups – The City shall provide presentations on fire safety to community groups and forums.

12.G.4 Child Fire Setters – The City shall provide counseling services under the Child Fire Setter Counseling Program.

Policy 12.H Fire Suppression Planning

The City shall maintain a level of fire protection for the community that emphasizes an aggressive initial attack to stop fires in early stages as well as to have adequate staff and equipment (including mutual aid) to prevent a conflagration.

Implementation Measures

12.H.1 Level of Service – The City shall strive to provide properly staffed and equipped fire stations to provide a response time of four minutes from the nearest fire station to all portions of the city as measured by the Fire Chief, except for the following: residential neighborhoods having no special fire hazard or special populations having a medical related problem, i.e. convalescent homes and senior housing, which may install an approved fire sprinkler system to substitute for the fire station location in the area between four and seven minute response time.

12.H.2 Action Priorities – When multiple emergency requests for service occur, the Fire Department shall take action by the following ranked priorities.

- a. Control of the most life-threatening fire or hazardous materials incident.
- b. Rescue and treatment of victims facing life-threatening injury.
- c. Control over non-life threatening emergency incidents.
- d. Support for other city and county departments to perform their emergency responsibilities.

12.H.3 Future Mutual Benefit Fire Stations – The City shall work toward agreements with the Freedom, Salsipuedes and Santa Cruz County Fire Districts to augment fire station

locations as the Planning Area population increases.

- 12.H.4 Mutual Aid** – The City shall continue to fulfill legal obligations and support mutual aid efforts to coordinate fire suppression within Santa Cruz County and the State of California to prevent and suppress major wildland and urban fire destruction.
- 12.H.5 Fire Apparatus** – The City shall maintain apparatus and equipment necessary to accomplish an aggressive and effective initial attack, as well as to prevent a potential conflagration.
- 12.H.6 Financing** – New development shall be required to contribute a proportional share of the cost of constructing and equipping additional fire stations.
- 12.H.7 Personnel Preparedness** – The City promotes clearly identified job standards and structured, well-planned training for all personnel involved with public fire protection. All suppression personnel shall be supplied with proper safety equipment to safely and effectively deal with fire and hazardous materials emergencies. The City promotes actions that develop a healthy and physically fit work force.
- 12.H.8 Fire Pre-planning** – The Fire Department shall continually evaluate target fire hazards and pre-plan for major emergencies.
- 12.H.9 Planning Area Fire Protection** – The City shall promote the concepts of fire prevention and suppression adopted in the City's General Plan in the Planning Area located outside the City limit boundaries.

Policy 12.I Crime Prevention

The City shall provide sufficient funding, adequate personnel levels, and necessary equipment to maintain civil order and prevent crime.

Implementation Measures

- 12.I.1 Neighborhood Support** – The Police Department shall promote neighborhood crime prevention efforts and encourage area residents to report unusual behavior or circumstances.
- 12.I.2 Project Security Review** – The City shall refer new development projects to the Police Department for a security review. This review shall include, but not be limited to:
- a. The provision of adequate lighting for personal security.
 - b. The provision of adequate locking devices for windows and doors.
 - c. The location of walkways and access points.
- 12.I.3 Children, Youth, and Families** – The City recognizes that the best way to ensure the safety of children, youth, and families is through prevention and early intervention programs. Therefore, the City will work to prevent and correct unsafe situations to the extent possible.

Policy 12.J Emergency Medical Care

The City shall strive to maintain field emergency medical services consistent with population growth in the Planning Area.

Implementation Measures

- 12.J.1 Service** – The Fire Department shall continue to provide basic life support emergency medical services when not otherwise occupied with fire or hazardous materials problems.
- 12.J.2 Paramedic** – The Fire Department shall support continuation of advanced life support services in the city, and shall attempt to provide this service should private service no longer be feasible or available.

Policy 12.K Rescue Services

The City shall strive to maintain emergency rescue services consistent with population growth in the city.

Implementation Measures

- 12.K.1** Light Rescue – The Fire Department shall maintain adequate equipment and hand tools for the extraction of victims from vehicles, aircraft, buildings, and for other emergency rescue circumstances.
- 12.K.2** Heavy Rescue Management – The Fire Department shall manage heavy duty rescue situations in which special equipment and methods are required. Special equipment in these circumstances may be obtained from other city departments or the private sector.

Policy 12.L Emergency Preparedness

The City shall be prepared to maintain critical public services during emergency situations.

Implementation Measures

- 12.L.1** Training – All City departments shall conduct the appropriate level of training activities to ensure preparedness before an emergency situation, continuity of services during an emergency situation, and recovery operations after the event.
- 12.L.2** Critical Facilities – The City shall evaluate the ability of critical facilities to survive and continue to operate during emergency conditions, and identify alternate facilities and operating plans for post-emergency recovery.
- 12.L.3** Planning – The City shall annually update the Emergency Preparedness Plan and coordinate planning efforts with the local community and the Santa Cruz County Office of Emergency Services.
- 12.L.4** Evacuation – The City shall designate evacuation routes for the Planning Area, according

to the planning format outlined in the Emergency Preparedness Plan.

- 12.L.5** Hazard Mitigation Plan – The City of Watsonville shall actively pursue the implementation of the recommendations included in the Hazard Mitigation Plan for the City of Watsonville that was developed after the 1989 Loma Prieta Earthquake, including preparation of the *Community-based Disaster Response Plan*.

Policy 12.M Noise

The City shall utilize land use regulations and enforcement to ensure that noise levels in developed areas are kept at acceptable levels, and that future noise-sensitive land uses are protected from noise that is harmful.

Implementation Measures

- 12.M.1** Traffic Noise – The City shall enforce provisions of the California Vehicle Code and local ordinances to reduce vehicular noise intrusion in residential areas and near other noise sensitive land uses such as schools and hospitals.
- 12.M.2** Truck Routes – The City shall continue efforts to designate truck routes that bypass residential areas and other noise sensitive areas.
- 12.M.3** Equipment Maintenance – The City shall maintain all vehicles and mechanical equipment in peak operating condition and correctly fitted with noise control devices.
- 12.M.4** Soundproofing – The City shall use the development review process and provisions of the Uniform Building Code to ensure adequate levels of soundproofing in all new construction.
- 12.M.5** Noise Ordinance – The City shall prepare, adopt and enforce a comprehensive noise control ordinance.
- 12.M.6** Site Planning – The City shall evaluate site orientation and building design to decrease

the potential for noise intrusion, using the noise contour map and compatibility guidelines.

- 12.M.7 Aircraft Noise** – The City shall periodically review and update noise contour measurements as aircraft operations increase or change in nature. Recommendations for noise attenuation contained in the *Watsonville Airport Master Plan* shall be implemented on a project-by-project basis.

The policies for environmental constraint management and public safety serve to implement long-term goals. The association between goals and policies is shown below in the form of a matrix.

Public Safety Goals and Policies

		Policies												
		12A	12B	12C	12D	12E	12F	12G	12H	12I	12J	12K	12L	12M
Goals	12.1	•	•	•	•		•							•
	12.2		•	•										
	12.3				•									
	12.4						•	•	•					
	12.5					•								
	12.6									•	•	•		
	12.7												•	
	12.8													•

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Goals	12.1
	12.2		.	.										
	12.3				.									
	12.4						.	.	.					
	12.5					.								
	12.6									.	.	.		
	12.7												.	
	12.8													.

APPENDIX A

PLANNING AREA BOUNDARY

The boundary of the Watsonville Planning Area is defined by twelve segments forming a perimeter of 24.5 miles. Figure 1-1 shows these twelve segments. A description of each boundary segment and the characteristics of current land use adjacent to those segments follows. Segments defined by roads include the full width of the right-of-way.

1. Casserly/Carlton Roads

The northeast boundary runs from the intersection of Green Valley Road and Casserly Road, east approximately 1.5 miles to the intersection with Mount Madonna Road then generally south and east for 4 miles along Casserly and Carlton Roads, to Coward Road. The rural setting has a wide variation in crop types. Greenhouses for flowers and ornamentals are spaced between strawberry fields, apple orchards and pasture. College, Kelly, Drew, and Tynan Lakes are located to the southwest but they are not visible from the roadways. The setting is agricultural but not isolated. Many homes on large suburban lots dot the landscape and the Salsipuedes School forms a prominent landmark on Casserly Road. The entrance to the Santa Cruz County Fairgrounds, a regionally significant recreational and cultural event facility, is located one-half mile southwest of the intersection of Casserly Road, Carlton Road, and East Lake Avenue (Highway 152).

2. Coward Road

The boundary continues along Coward Road for 1.6 miles from Carlton Road to Riverside Road (Hwy 129).

Along this segment the character of agriculture changes. Relative to Segment 1, the fields are larger and fewer homes are visible. Production is a mixture of berries, orchards, strawberries, and greenhouse crops.

3. Riverside Road

From the intersection of Coward Road and Riverside, the boundary traverses west for 1.1 miles

to a point directly opposite Lewis Road in Monterey County (Pajaro). The Salsipuedes Creek levee is visible to the right and the Pajaro River levee is visible to the left with row crops flanking both sides of Riverside Road.

4. Lewis Road

From Riverside Road, the Planning Area boundary continues south along Lewis Road for a distance of 8,000 feet (1.52 miles). This area is dominated by large holdings of row crops. The small community of Pajaro sits astride San Juan and Salinas Roads with the Watsonville Junction (Southern Pacific) railroad switching yards to the south.

5. Pajaro Crossing

The boundary runs from Lewis Road, west on a line for 2.18 miles to the Highway One/Pajaro River crossing (county boundary). This area is best viewed from Trafton Road. The land here is flat with a mixture of lettuce fields and strawberries. The Watsonville skyline is obscured by the Pajaro River levee and riparian woodlands.

6. Pajaro River

From the center of the Pajaro River bridge on Highway 1, the boundary follows the river west for 1.4 miles to a point directly opposite the intersection of Beach Road and San Andreas Road. This segment includes the Watsonville wastewater treatment plant which is surrounded by fields of lettuce and other row crops. The intersection of Lee Road and Beach Road is surrounded by a mixture of durable goods and food-processing plants. Widely separated farm houses and agricultural equipment storage buildings dot the landscape. The Santa Cruz Mountains form a scenic backdrop to the east.

7. San Andreas Road

From the Pajaro River, the boundary continues north for 3.7 miles along San Andreas Road to the intersection with Buena Vista Road. From

Beach Road to a point one-half mile north along San Andreas Road the terrain is very flat and cultivated with row crops. At this point the Watsonville Slough passes under San Andreas Road and the topography changes abruptly to gently sloping terraces. For the next mile cultivation is exclusively devoted to strawberries. The increasing elevation toward the east blocks any view of Watsonville, about two miles away.

8. Buena Vista Drive

From the intersection of San Andreas Road and Buena Vista Drive, the boundary follows Buena Vista Drive east and north for 2.3 miles to the southwest right-of-way line of Highway 1. The boundary then turns the to northwest and follows along the south right-of-way line of Highway 1 for a distance of 2,200 feet. At this point the boundary turns northeast, crosses Highway 1 perpendicular to the south right-of-way line and connects to the north right-of-way line of Highway 1. At Highway 1 the character of the land changes from agriculture to very steep tree-covered hills. Isolated home sites can be seen but the area is generally undeveloped.

9. Freedom Boulevard

The boundary continues to the north from the north right-of-way line of Highway One for 2.1 miles to the Freedom Boulevard/Corralitos Road intersection. At this point the pine and oak covered hills of the Buena Vista area give way to intensely cultivated farmland. Topography becomes almost level. A mix of row crops gradually gives way to apple orchards.

10. Corralitos Road

From the intersection of Freedom Boulevard and Corralitos Road, the boundary continues north along Corralitos Road for 1,800 feet (.34 miles) to Varni Road. Land along Corralitos Road is dominated by apple orchards. An occasional farm house is visible but the area is sparsely populated.

11. Varni Road

From the Corralitos and Varni Road intersection, the boundary jogs east and north for 4,000 feet (.76 miles) to the Amesti/Pioneer Road intersection. Elevation increases steadily along Varni Road until at the intersection of Varni and Amesti Roads, the village of Amesti appears. This concentration of older homes on small lots supports an estimated population of 500. At Amesti Road, Varni Road becomes Pioneers Road.

12. Pioneers Road

The final segment of the Planning Area boundary extends from the Amesti/Pioneer Road intersection, east for 1.7 miles, to the Green Valley/Cassery intersection. The rolling hills along Pioneers Road are grass covered and used for cattle and horse grazing. At Green Valley Road the land use changes from agriculture to a mix of single-family homes and open fields. Homes along Green Valley Road are generally modest, located on lots ranging from 6,000 to 7,000 square feet. Along Paulson Road for about one-half mile the landscape once again becomes rural. Looking south toward College Lake/Holohan Road the topographic depression that forms the College Lake basin is evident. Once across the Green Valley/Holohan/Airport intersection the character of land use changes abruptly from a mix of suburban residential and agricultural uses to predominantly urban uses.

APPENDIX B

AGRICULTURAL LAND CLASSIFICATIONS¹

Prime land typically produces the most abundant and successful crops, with a minimum of soil treatment and expense. Factors that affect productivity include physical and chemical properties of soils, water supply, climate, and local economic factors. Typically "prime" land has been defined as: land which qualifies for rating as Class I or Class II in the United States Soil Conservation Service (SCS) land use capability classifications; land which qualifies for rating 60-100 in the SCS Storie Index Rating; or agricultural preserves protected under Williamson Act contracts. In addition, Santa Cruz County LAFCO also considers prime lands to be lands which are mapped on the Agricultural Resources Map of the County of Santa Cruz as Commercial Agricultural Land. Further descriptions of these classification systems are provided below. Figure 9-1: Important Agricultural Lands within the Urban Limit Line, in the Environmental Resource Management chapter of *Watsonville 2005* shows the locations of land designated under each of these three classification systems.

Soil Conservation Service Agricultural Classifications: The Soil Conservation Service (SCS) classifies the agricultural suitability of soils by both the land Capability Classification and Storie Index. The capability classification groups soils in a general way to show their suitability for most kinds of farming, based on soil and climatic characteristics, such as soil depth, texture, and permeability; drainage; water holding capacity; soil chemistry such as salinity and alkali levels; erosion and flood hazards; slope; and climatic indicators. This land capability classification ranges from soils with few limitations (I) to soils unsuitable for agriculture (VIII). Soils classified as I or II are the most suitable for agriculture, with soils III and higher having severe to very severe limitations. Soils rated as Class I and II by the Soil Conser-

vation Service generally are considered prime agricultural lands.

The Storie Index is another classification system of the Soil Conservation Service used to rank the agricultural capability of soils. The Index numerically expresses the relative degree of suitability of a soil for general intensive agriculture based on a variety of soil characteristics, including depth, surface layer texture, subsoil characteristics, drainages, and alkali/salt content. The Storie Index grades soils on profile, texture, slope, and other conditions and assigns a grade from 1 to 6. Soils of grades 1 (Storie Index 80-100) and 2 (Storie Index 60-79) are most suitable for agriculture. Grades 5 and 6 soils (Storie Index 0-19) are generally not suitable for cultivation. Storie Index ratings of 80 to 100 (Grade 1) indicate the highest quality soils for agricultural uses and are usually considered prime soils.

Seventeen SCS soil types are found in the study area.² Three of these soil types are Class I and have high Storie Index ranking: Conjo, Elder, and Soquel soils. Conjo loam is a deep, well-drained soil with a Storie Index rating of 95. Elder sandy loam is an alluvial soil with a Storie Index ranking of 90. Soquel loam also is a deep alluvial soil with a Storie Index of 90. All soils are consistently highly productive for agriculture if properly managed. In areas with large parcels, these soils are intensively cultivated with chief crops being apples, lettuce, strawberries and bushberries. Within the study area, these soil types are found along Freedom Boulevard, within the East Lake and the Corralitos Creek areas, and along Riverside Drive.

Pinto loam and Watsonville loams are predominant soils found throughout the remainder of the study area and are formed on high terrace areas. Pinto soils are Class II and III with a Storie rating of 68,

1 This classification system description is excerpted from the Revised Administrative Draft, Sphere of Influence Feasibility Study, prepared for the City of Watsonville, January 1992, by Stephanie Strelow, Environmental Assessment and Planning, Santa Cruz, California.

2 The study area refers to the lands analyzed as part of the Revised Administrative Draft, Sphere of Influence Feasibility Study, January 1992, by Stephanie Strelow, Environmental Assessment and Planning, Santa Cruz, California and as shown in Figure 4-7 of the Land Use and Community Development chapter of *Watsonville 2005*.

while Watsonville soils are Class IV with Storie ratings of 36 and 50. These soils generally have subsurface impermeable layers which inhibit rooting depths and [result in] poor drainage and ponding conditions. Productivity for apples and row crops is generally lower on these soils than on other alluvial soils in the Pajaro Valley, but they are commonly used for orchards and row crops, as well as irrigated pasture (SCS 1979).

Agricultural Preserves-Williamson Act Contracts:

Agricultural preserves are areas devoted to agriculture, recreation, or open space uses or a combination of these uses which are under contract with the County for special tax provisions in return for continued use as such, pursuant to provisions of the California Land Conservation Act (Williamson Act).

Land under contract is classified as prime or nonprime/openspace. Prime land is defined as Class I or II in the Soil Conservation Service's Land Capability system, a Storie Index rating of 80-100, or any one of the three economic productivity requirements that generally equates with a gross production value of \$200+ per acre. These "Williamson Act" contracts are established in Santa Cruz County for a minimum of ten years. Once a notice of non-renewal is made by the property owner, the contract terminates in ten years. There is one existing Williamson Act agricultural preserve in the study area, on Calabasas Road.

Santa Cruz County Policies: Of the study area lands that are in agricultural production, the majority are designated for Agriculture in the County's General Plan. However, there are about 115 acres, located north and south of Buena Vista Drive and off of Atkinson Lane, that are within the County's Urban Service Line and have an Urban Reserve Overlay designation. This designation indicates potential suitability for urban development at some point in the future if commercial agriculture is no longer viable.

The Santa Cruz County General Plan establishes agricultural policies and resource designations to preserve and protect for exclusive agricultural use those lands best suited to the commercial production of food, fibre, and ornamental crops and to prevent the conversion of commercial agricultural land to non-agricultural uses. Under County designations

commercial agricultural lands are classified as Type 1, Type 2, or Type 3 agricultural lands on County Resource Maps and are zoned "Commercial Agriculture" (CA). Any lands zoned "CA" would be considered prime agricultural lands under Santa Cruz LAFCO policies. Type 1 lands are prime agricultural lands with little or no constraints. Type 2 lands also are considered prime agricultural lands although certain limiting factors may affect continued productivity, such as parcel size, topography, or geographic location. Type 3 lands are prime agricultural lands located within the County's coastal zone. A table in the Stewlow report, *op. cit.*, provides further definitions of these agricultural resource classifications. Non-commercial agricultural lands are zoned "A" in the County and are not ranked according to the system in the table.

County agricultural resource classifications are mixed throughout the study area. Type 1 lands are found along Freedom Boulevard and in the Corralitos Creek, East Lake, Beach Road and Riverside Drive areas. Two parcels in the Buena Vista Drive area are designated Type 2, but are also located within the County's Urban Service Line. Agricultural lands within the East Lake, Corralitos Creek and Riverside/Lee Road/Beach Road areas are zoned "CA". However, the majority of the agriculturally designated lands in the Buena Vista Drive area are zoned "A", a non-commercial agricultural zone district.

APPENDIX C

SPECIAL STATUS SPECIES DESCRIPTIONS*

PLANTS

Gairdners yampah. This plant species occurs on Watsonville loam soils in grasslands and coastal prairie communities, and blooms between June and August.

Santa Cruz Tarplant. Santa Cruz tarplants are an annual herbaceous plant and a member of the composite family. The tarplant is native to the central coast of California including the counties of Contra Costa, Monterey, and Santa Cruz (Havlik 1986, California Department of Fish and Game 1987).

Santa Cruz tarplants grow in sandy clay soil and are usually found in fields, pastures, or grasslands on level ground or on gentle slopes (California Department of Fish and Game 1987). Fewer than 40 occurrences of this tarplant are known, about half of them being noted in Santa Cruz County. The tarplant has declined throughout its range (California Department of Fish and Game 1987). Several known populations occur in the Watsonville area (NDDDB 1988). The Santa Cruz tarplant flowers from late June through October.

WILDLIFE

California Tiger Salamander. Adult tiger salamanders occur in grasslands and open woodlands of foothills and valleys. The salamander breeds in reservoirs, ponds, large temporary rain pools, lakes, and slow-moving streams (Stebbins 1972).

The California tiger salamander is expected to be listed as state threatened or endangered within the next two years (Brode personal communication).

Santa Cruz Long-Toed Salamander. The Santa Cruz long-toed salamander (SCLTS) is a relict form of subspecies which is now restricted to the Santa Cruz area. This Salamander has adapted to conditions very different from those which the species is adapted to in the rest of the range (Santa Cruz Long-toed Salamander Recovery Team 1976).

Adult long-toed Salamanders spend the nonbreeding phase of their life cycle in small animal burrows

or under fallen logs in woodland or chaparral habitats (Reed 1978, Santa Cruz Long-toed Salamander Recovery Team 1976). After the first fall rains (September and October), adult salamanders begin their annual migration to a suitable breeding pond. Salamanders migrate only on rainy, misty, or extremely foggy nights (Santa Cruz Long-toed Salamander Recovery Team 1976).

The Salamanders arrive at their breeding ponds from November through February, with most arriving in January and February. The peak breeding time is during January and February because the earlier rains usually do not fill ponds. Females lay and attach their eggs on submerged stalks of aquatic vegetation in ponds (Santa Cruz Long-toed Salamander Recovery Team 1976). After breeding, the adults leave the ponds and return to their upland habitat (Reed 1978, Santa Cruz Long-toed Salamander Recovery Team 1976).

As the ponds begin to dry in summer, the juvenile salamanders seek underground refuge near the pond. During the rainy season the juveniles disperse to an area farther from the pond (Santa Cruz Long-toed Salamander Recovery Team 1976).

Suitable breeding habitat includes relatively shallow, ephemeral ponds with adequate submerged and emergent vegetation as substrate for breeding, egg-laying, and nursery purposes. This vegetation provides food for larvae and young salamanders as well.

The salamander requires dense vegetative cover adjacent to or within easy migrating from the breeding pond. The SCLTS can migrate up to a mile (Santa Cruz Long-toed Salamander Recovery Team 1976) and possibly up to 2 miles from a breeding pond (Sorenson personal communication).

Western Pond Turtle. The only native turtle on the central coast, pond turtles are almost always found in or near ponds, rivers, marshes, streams and ditches. Western pond turtles can grow to 7.5 inches in length and are gray, brown or olive in color, usually with a network of dark spots or lines on each shell plate.

Red-Legged Frog. Red-legged frogs occur in ponds, reservoirs, marshes, and well-shaded streams (Stebbins 1959). These frogs breed from January through March (Stebbins 1959).

Black-Crowned Night Heron. An uncommon visitor in Santa Cruz County from August through May. Historically, Black-crowned night herons were residents and rookeries existed at Pinto Lake and Santa Cruz and possibly along Soquel Creek and the Pajaro River.

Black-Shouldered Kite. Black shouldered kite birds are common in grasslands, pastures, and marshes of coastal valleys. Kites nest in groves of oaks, willows, cottonwoods, sycamores, and in other trees and large shrubs.

Burrowing Owl. Widespread cultivation has reduced the amount of suitable habitat for the burrowing owl in the region (Roberson 1985). The burrowing owl occurs in a variety of habitats including grasslands and agricultural lands (Zarn 1974). Burrowing owls nest in burrows excavated by rodents, particularly ground squirrels.

California Horned Lark. A uncommon transient and winter visitor that may also be a rare resident. Nest sites may exist in the southeast part of Santa Cruz County. Horned larks are ground dwelling birds, rarely found away from fields or dunes.

Ferruginous Hawk. Largest of the native buteos, Ferruginous hawks are rare transients and visitors from September to April. Not known to nest in Santa Cruz County.

Golden Eagle. A rare resident of Santa Cruz County, most commonly seen in the Watsonville-Corralitos area. The largest bird of prey in the county, Golden eagles were once more common, but there are now probably only one or two active nest sites. Nests are found in tall trees or along cliffs.

Loggerhead Shrike. A striking gray, white and black heavy bodied bird, Loggerhead shrikes are very rare

residents of Santa Cruz County. A few possible nesting sites are found in the southeast part of the county.

Merlin. Formerly known as the Pigeon hawk, this small falcon is a rare transient and visitor from September to April. It is not known to nest in Santa Cruz County.

Northern Harrier. Northern Harrier birds are widespread and abundant during winter and less common during summer in coastal valleys (McCaskie et al. 1979). Harriers require dense, wet meadows and tall grasslands for nesting on flat and gently sloping terrain. They use open fields and agricultural areas for foraging (Call 1978).

Peregrine Falcon. A medium-sized falcon, Peregrine falcons are rare migratory transients from September to April. In Santa Cruz County, Peregrine falcons stay near the coast, where they find abundant prey (birds) along the coast and in estuaries and lagoons. Although Peregrine falcon nest sites were recorded near Davenport and Wilder Ranch as late as 1947, there are no recent nesting records for the county.

Short-Eared Owl. Short-eared owls are not a regular breeding species in coastal valleys (McCaskie et al. 1979) and none is known to be breeding in Santa Cruz County (Suddjian personal communication). A few occasionally migrate through the county (Suddjian personal communication).

Tricolored Blackbird. Tricolored blackbirds nest in dense wetland vegetation and forage in grasslands and agricultural fields (Grinnell and Miller 1944).

Yellow Warbler. Summer resident and breeder from April to October, Yellow warblers are dependant on riparian vegetation.

Steelhead. An anadromous form of Rainbow trout, Steelhead are found in most large drainages throughout the county, albeit in much reduced numbers from pervious years.

*The following Special Status Species descriptions were excerpted from the Draft Subsequent Environmental Impact Report for the Franich Annexation, City of Watsonville, California, dated September 7, 1989, prepared by Jones and Stokes, Sacramento, California: Santa Cruz Tarplant, California Tiger Salamander, Santa Cruz long-toed salamander, Red legged frog, Black-Shouldered Kite, Burrowing Owl, Northern Harrier, Short-Eared Owl, and Tricolored Blackbird. Descriptions of the other species are from the Santa Cruz County Planning Department, 1994.

GLOSSARY

Abbreviations

AMBAG: Association of Monterey Bay Area Governments

BMP: Basin Management Plan

CBD: Central Business District

CDBG: Community Development Block Grant

CEQA: California Environmental Quality Act

CIP: Capital Improvements Program

CMP: Congestion Management Program

CNEL: Community Noise Equivalent Level

dB: Decibel

dBA: A-weighted sound level in decibels

EIR: Environmental Impact Report

FAR: Floor Area Ratio

FEMA: Federal Emergency Management Agency

FIRM: Flood Insurance Rate Maps

gpd: gallons per day

GMI: Gross Monthly Income

HCD: Housing and Community Development - Department of the State of California

HUD: U.S. Department of Housing and Urban Development

JPA: Joint Powers Authority

LAFCO: Local Agency Formation Commission

Ldn: Day and Night Average Sound Level

LOS: Level of Service (traffic)

LULAC: League of United Latin American Citizens

mgd: millions of gallons per day

MBUAPCD: Monterey Bay Unified Air Pollution Control District

MST: Monterey-Salinas Transit

PVUSD: Pajaro Valley Unified School District

PVWMA: Pajaro Valley Water Management Agency

RTP: Regional Transportation Plan

SCCRTC: Santa Cruz County Regional Transportation Commission

SCMTD: Santa Cruz Metropolitan Transit District

SOI: Sphere of Influence

SRO: Single Room Occupancy

TDM: Transportation Demand Management

TSM: Transportation Systems Management

WHIP: Watsonville Housing Improvement Program

Acceptable Risk

A hazard which is deemed to be a tolerable exposure to danger given the expected benefits to be obtained. At an acceptable level of risk the majority of residents will not request additional protective actions.

Access/Egress

The ability to enter a site from a roadway (access) and exit a site onto a roadway (egress) by motorized vehicle.

Acre Foot

A unit of measure for water equaling 325,830 gallons.

Acre, Gross

The entire acreage of a site.

Acre, Net

The portion of a site remaining after public or private rights-of-way and land not developable are subtracted from the total acreage, used for density calculations.

Active Fault

A fault that shows movement within the last 11,000 years and can be expected to move within the next 100 years.

Affordable

Capable of purchase or rental by a household with moderate, low, or very low income (as defined in this glossary), based on the

household's capacity to make initial monthly payments necessary to obtain housing. Housing is affordable when a household pays 25-30% or less of its income for housing.

Agriculture-related Business

Feed mills, dairy supplies, poultry processing, food processing plants, auction yards, veterinarians and other business supporting local agriculture.

Air Quality Standard

A health-based standard for air pollution established by the federal and state governments.

All-Weather Road Surface

A minimum of five inches of compacted aggregate base rock, Class 2 or equivalent.

AMBAG

Association of Monterey Bay Area Governments – a voluntary association of local governments organized under the California Joint Powers Authority for the purpose of providing regional planning services in the areas of the economy, transportation, land use, housing, air quality, and water quality.

Ambient Air Quality

Existing air quality for an air basin or basin.

Ambient Sound

Existing background sound.

Approach Zone

The air space at each end of a landing strip that defines the glide path or approach path of an aircraft and which should be free from obstruction.

Aquifer

The underground layer of water-bearing rock, sand, or gravel through which water can seep or be held in natural storage. Such water holding rock layers hold sufficient water to be used as water supply.

Average Daily Traffic (ADT)

The average number of vehicles traveling (in both directions) on a particular section of road during a 24-hour period.

Arterial

Major arterials are relatively-high-speed (40-50 m.p.h.), relatively-high-capacity (up to 50,000 average daily trips) roads providing access to regional transportation facilities and serving relatively long trips. Minor arterials are medium-speed (30-40 mph), medium-capacity (10,000-35,000 average daily trips) roads which provide intra-community travel and access to the county-wide arterial highway system. Access to arterials should be provided at collector roads and local streets, but some direct access onto arterials exists.

Bicycle Lane

A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles. Identified by the state as a Class II facility.

Bicycle Path

A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle paths may parallel roads, but typically are separate from them by landscaping. Identified by the state as a Class I facility.

Bicycle Route

A facility shared with motorists and identified only by signs. A bicycle route has no pavement markings or land strips. Identified by the state as a Class III facility.

Bikeways

A term that encompasses bicycle lanes, bicycle paths, and bicycle routes.

Blight

A condition of deterioration of a site, structure, or area that may cause nearby buildings and/or areas to decline in attractiveness and/or utility.

Buffer

An area of land separating two distinct land uses, such as residential and commercial or residential and agricultural, and which softens or reduces the effect of one land use on another. For instance, landscaping and/or distance is some-

times used to "buffer" or reduce the effects of a commercial area on nearby residential units.

Building Intensity

The maximum permitted level of development in a land use category. Generally defined by floor area ratios, height limits, number of dwelling units per acre, and/or other land development restrictions.

California Environmental Quality Act (CEQA)

A state law requiring state and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for an adverse environmental impact, an Environmental Impact Report (EIR) must be prepared.

California Fully Protected

Bird and mammal species protected under California Fish and Game law that may not be hunted, taken or possessed; except that the State Fish and Game Commission may issue a special permit to allow collecting for necessary scientific research.

Caltrans

California Department of Transportation.

Capital Improvements Program

A program, administered by the City government and reviewed by the Planning Commission, which schedules permanent improvements five or six years into the future to fit the City's projected fiscal capability. The program generally is reviewed annually, and the first year of the program is adopted in the City's annual budget.

Central Business District (CBD)

A business area defined by the U.S. Census of Retail Trade and often referred to as "Downtown." In Watsonville the CBD corresponds to census tract 1103.

Channelization

The straightening and/or deepening of a watercourse for purposes of storm run-off control or ease of navigation. Channelization often includes lining of stream banks with a retaining material such as concrete.

City Limit

Encompasses incorporated territory where land use is controlled by the City.

Clear Zone

A trapezoidal shaped area which extends at ground level beyond the end of a runway to a point or points where the approach surface slope is 50 feet above the elevation of the runway end (or 50 feet above the ground, if the terrain drops away from the runway end). Land use is restricted.

Clustered Development

Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining an open space area.

Collector

Relatively-low-speed (25-30 mph), relatively-low-volume (5,000-20,000 average daily trips) street, typically two lanes, which provides circulation within and between neighborhoods. Collectors usually serve relatively short trips and are meant to collect trips from local streets and distribute them to the arterial network.

Community Development Block Grant (CDBG)

A grant program administered by the U.S. Department of Housing and Urban Development (HUD) and the State Department of Housing and Community Development (HCD). This grant allots money to cities and counties for housing and community development. Jurisdictions set their own program priorities within specified criteria.

Community Noise Equivalent Level (CNEL)

The noise rating adopted by the State of California for measurement of airport noise. It represents the average daytime noise level during a 24-hour day, measured in decibels and adjusted to an equivalent level to account for the lower tolerance of people to noise during the evening and nighttime periods.

Community Park

Land with full public access intended to provide recreation opportunities beyond those supplied

by neighborhood parks. Community parks are larger in scale than neighborhood parks but smaller than regional parks.

Conservation

The management of natural resources to prevent waste, destruction, or neglect.

Corridor, Scenic

The land area which can be seen from the road (also see Scenic Corridor).

Critical Structures and Facilities

Structures or facilities whose continued use during and after a disaster are critical or whose failure might be catastrophic. Examples of critical structures including large dams, plants manufacturing or storing toxic chemicals or explosives, hospitals, medical buildings, public utilities, transportation and communications facilities, fire and police stations, bridges, and structures which can accommodate large numbers of persons such as schools, hotels, civic buildings, and civil defense shelters.

Decibel (dB)

A unit used to express the relative intensity of a sound as it is heard by the human ear. The decibel measuring scale is logarithmic. Zero(0 dB) on the scale is the lowest sound level that a normal ear can detect under very quiet ("laboratory") conditions and is referred to as the "threshold" of human hearing. On the logarithmic scale, 10 decibels are 10 times more intense, 20 decibels are 100 times more intense, and 30 decibels are 1,000 times more intense than one decibel. A jet takeoff at 200 feet measures approximately 120 dB.

dBA

A-Weighted Sound Level – the sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of sound in a manner similar to the response of the human ear and gives good correlation with subjective reactions to noise.

Dedication

The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions for City approval of a development.

Dedication, In Lieu of

Cash payments which may be required of an owner or developer as a substitute for a dedication of land, usually calculated in dollars per lot or square foot of land or building area, and referred to as in-lieu fees.

Density

Density is comprised of two factors: the number of dwelling units per acre and the number of persons per dwelling unit. Dwelling units include all residential units having kitchen, bath, and toilet facilities including single-family homes, mobile homes, townhomes, townhouses, duplexes, condominiums, and apartment units.

Density Bonus

The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location.

Development

Any physical alteration and/or improvements of the land which leads to subdivision of land; construction of any building or structure; road development; installation of utilities; grading; mineral extraction; the deposit of refuse, debris, or fill materials; or the clearing of natural vegetation cover with the exception of agricultural activities. Routine repair and maintenance activities are exempted.

Dual Water System

Two pipe systems: one for potable water and one for non-potable water.

Dwelling Unit

A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), which constitutes an independent housekeeping unit, occupied or intended for occupancy by one family on a long-term basis.

Easement

Usually the right to use property owned by another for specific purposes. Easements are either for the benefit of land, such as the right to cross A to get to B, or "in gross" such as a public utility easement. For example, "rear" lots without street frontage may be accessed via an easement over the "front" lots. Utility companies use easements over the private property of individuals to be able to install and maintain utility facilities.

Economic Development

A process to influence local economic conditions by stimulating private investment in existing and potential firms, thereby expanding an area's employment opportunities.

Encourage

For the goals, objectives, and policies discussed in the General Plan, the word implies a general endorsement, but not necessarily administrative, financial, or other city support.

Endangered Species, California

A native species or sub-species of a bird, mammal, fish, amphibian, reptile, or plant, which is in serious danger of becoming extinct throughout all or a significant portion of its range, due to one or more factors, including loss in habitat, change in habitat, over-exploitation, predation, competition, or disease. The status is determined by the State Department of Fish and Game together with the State Fish and Game Commission.

Endangered Species, Federal

A species which is in danger of extinction throughout all or a significant portion of its range, other than the species of Class Insecta determined to constitute a pest whose protection under the provisions of the 1973 Endangered Species Act, as amended, would present an over-

whelming and overriding risk to humans. The status is determined by the U.S. Fish and Wildlife Service and the Department of the Interior.

Environment

CEQA defines environment as "the physical conditions which exist within the area which will be effected by a proposed project, including land, air, water, mineral, flora, fauna, noise, and objects of historic or aesthetic significance."

Environmental Impact Report (EIR)

A report that assesses all the environmental characteristics of an area and determines what effect or impact will result if the area is altered or disturbed by a proposed action.

Erosion

The loosening and transportation of rock and soil debris by wind, rain, or running water. The gradual wearing away of the upper surfaces of the earth.

Exaction

A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee in lieu of dedication) requirements found in many subdivision regulations.

Family Size

The U.S. Census defines a family as a group of individuals related by blood, marriage, or adoption. Family size is the number of such persons, usually living in the same dwelling unit.

Fault

A fracture in the earth's crust forming a boundary between rock masses that have shifted.

Fault Zone

A zone consisting of interconnected, closely spaced faults and fault traces.

Federal Candidate Species, Category 1 (Candidate1)

Species for which the U.S. Fish and Wildlife Service has sufficient biological information to support a proposal to list as Endangered or Threatened.

**Federal Candidate Species, Category 2
(Candidate 2)**

Species for which existing information indicates that these species may warrant listing, but for which substantial biological information to support a proposed rule is lacking.

Female Headed Family

Family where the principal income-earner is a female with no spouse present, and there is one or more other related person living in the home.

Fixed Guideway

A transportation mode, usually for people, that travels on a rail, cable, or wire constructed in a permanent location.

Fixed-Route Service

A transportation mode that travels an assigned route, usually on an assigned schedule, but not a rail, cable, or wire constructed in a permanent location.

100-Year Flood

A flood stage that, statistically has a one percent probability of occurring in any given year.

100-Year Floodplain

The area encompassing the 100-year floodway and the 100-year floodway fringe.

100-Year Floodway

The channel of a river, creek or other water-course together with the adjacent land areas that must be reserved in order to discharge the 100-year flood without cumulatively increasing the water surface elevation more than one foot. (The floodway is delineated on the Flood Boundary Floodway Map prepared by the National Flood Insurance Program.)

Floor Area

Total gross square footage of a building or structure, but not including any area within the building utilized for the required off-street parking.

Floor Area Ratio

The total area of a building on a lot divided by the total area of the lot.

General Plan

A compendium of the City's goals and policies regarding its long-term development, in the form of official diagrams, maps and accompanying text. The General Plan is a legal document required of each local agency by the State of California Government Code Section 65301 and is adopted by the City Council. The General Plan may be called a "City Plan," or a "Comprehensive Plan."

Geologic Review

The analysis of geologic hazards, including all potential seismic hazards, surface ruptures, liquefaction, landsliding, mudsliding, and the potential for erosion and sedimentation.

Goal

The ultimate purpose of an effort stated in a way that is general in nature and immeasurable; a broad statement of intended direction and purpose.

Gross Acre

See Acre, Gross.

Ground Failure

Mudslide, landslide, liquefaction, or the seismic compaction of soils.

Ground Rupture

A break in the earth's surface along a fault, also called surface rupture.

Groundwater

Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.

Groundwater Recharge

The natural process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water holding rocks which provide underground storage.

Groundwater Recharge Area

An area which by nature of surface soil and underlying rock type is particularly important for allowing surface water to percolate to underground storage.

Growth Management

The use by a community of a variety of combined techniques to establish the amount, type, and rate of growth desired by the community and to channel that growth into designated areas. Growth management policies can be implemented through growth rates, zoning, capital improvements programs, public facilities, ordinances, urban limit lines, and other programs.

Habitat

The physical location or type of environment in which an organism or biological population lives or occurs.

Handicapped

A person having a physical impairment or mental disorder expected to be of long or indefinite duration. Many such impairments or disorders are of such a nature that a person's ability to live independently can be improved by appropriate housing conditions.

Hazardous Material

An injurious substance, including (among others) pesticides, herbicides, poisons, toxic metals and chemicals, liquefied natural gas, explosives, volatile chemicals, and nuclear fuels.

Historic Preservation

The preservation of historically significant structures and neighborhoods until such time as restoration or rehabilitation of the building(s) to a former condition can be accomplished.

Historic Resources

Includes, but is not limited to, any object, building, structure, site, area, or place which is historically or archaeologically significant, or is significant in the architectural, engineering, scientific, economic, agricultural, education, social, political, military, or cultural annals of California.

Home Occupation

A commercial activity conducted solely by the occupants of a particular dwelling unit in a manner incidental to residential occupancy.

Household

All persons residing in a single dwelling unit.

Household Size

All of the persons who occupy a housing unit.

Housing and Community Development, Department of the State of California (HCD)

The state agency principally charged with assessing whether, and planning to insure that, communities meet the housing needs of very low-, low-, and moderate-income households.

Housing and Urban Development, U.S. Dept. of

A cabinet-level department of the federal government (HUD) which administers housing and community development programs.

Housing Unit

The place of permanent or customary abode of a person or household. A housing unit may be a single-family dwelling, a condominium, a modular home, a mobile home, a cooperative, or located in a multi-family dwelling, or any other residential unit considered real property under state law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. It also is a dwelling that cannot be moved without substantial damage or unreasonable cost.

Impact Fees

Fees levied on the developer of a project by the City as compensation for unmitigated impacts the project will produce.

Impervious Surface

Surface through which water cannot penetrate, such as roof, road, sidewalk, and paved parking lot. The amount of impervious surface increases with development and establishes the need for drainage facilities to carry the increased run-off.

Implementation

Actions, procedures, programs, or techniques that carry out policies.

Inactive Fault

A fault that has documented evidence of not displacing Quaternary deposits (soil or rock older than two to three million years).

Infill

Development of vacant land (usually individual lots or left-over properties) within areas which are already largely developed.

Infrastructure

The physical systems and services which support development and people, such as streets and highways, transit services, airports, water and sewer systems, and the like.

Building Intensity

The maximum permitted level of development in a land use category. Generally defined by floor area ratios, height limits, number of dwelling units per acre, and/or other land development restrictions.

Intermittent Stream

A stream that normally flows for at least thirty (30) days after the last major rain of the season and is dry a large part of the year.

Joint Powers Authority (JPA)

A legal arrangement that enables two or more units of government to share authority in order to plan and carry out a specific program or set of programs that serves both units.

Local Agency Formation Commission

Local Agency Formation Commission -- a local agency comprised of city, county, and at-large representatives; established by state law to review and approve city incorporations, special district formations, annexations to and detachments from local agencies, and other boundary changes involving local governments.

Land Banking

When a local government buys land and holds it for resale at a later date, usually for development of affordable housing.

Landscaping

Planting - including trees, shrubs, and ground covers suitably designed, selected, installed, and maintained so as to permanently enhance a site, the surroundings of a structure, or the sides or medians of a roadway.

Land Use

The occupation or utilization of land or water area for any human activity or any purpose defined in the General Plan.

Large Family

A family of five or more related persons occupying one household.

Leapfrog Development

Development that occurs far beyond the existing limits of urban development, thereby leaving intervening vacant land behind. This passing over of the lands adjacent to the urban fringe results in the haphazard pattern of urbanization known as "sprawl."

Ldn

Day-Night Average Sound Level. The A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10 dB weighting applied to night-time sound levels. The Ldn is approximately numerically equal to the CNEL for environmental settings.

Level of Service (LOS)

A scale that measures the operating capacity likely to be encountered on a roadway or at the intersection of roadways, based on a volume-to-capacity ratio, with levels ranging from A to F, with A representing the lowest volume-to-capacity ratio and the highest level of service. (See "Volume-to-Capacity Ratio.")

LEVEL OF SERVICE A: Indicates a relatively free flow of traffic, with little or no limitation on vehicle movement or speed. Usually denotes a volume-to-capacity ratio of 0.00 to 0.60.

LEVEL OF SERVICE B: Describes a steady flow of traffic, with slight delays in vehicle movement and speed, with a volume-to-capacity ratio of 0.61 to 0.70.

LEVEL OF SERVICE C: Denotes steady, high-volume flow of traffic, with significant limitations on movement and speed and a volume-to-capacity ratio of 0.71 to 0.80.

LEVEL OF SERVICE D: The level where traffic nears an unstable flow, in which there is little

freedom of movement, with a volume-to-capacity ratio of 0.81 to 0.90. Queues develop and short delays occur.

LEVEL OF SERVICE E: Traffic characterized by slow movement and momentary stoppages. This type of congestion is not uncommon at peak traffic hours, with a volume-to-capacity ratio of 0.91 to 1.00.

LEVEL OF SERVICE F: Very congested traffic with frequent stoppages. Indicates forced flow or operation, with a volume-to-capacity ratio of 1.00+.

Liquefaction

A process by which water-saturated granular soils transform from a solid to a liquid state because of a sudden shock or strain.

Local Road

A road providing direct access to abutting land and designed to discourage through traffic.

Lower Income

Less than or equal to 80% of the county median income (i.e., combination of very low income and other low income).

Major Arterial, See Arterial

Manufactured Housing

Houses which are constructed entirely in the factory, and which since 1976 have been regulated by the federal Manufactured Home Construction and Safety Standards under the administration of the U.S. Department of Housing and Urban Development (HUD).

Marsh

Any area designated as marsh or swamp on the largest scale United States Geological Survey topographic map most recently published. A marsh usually is an area periodically covered with swallow water, either fresh or saline.

May

That which is permissible.

Minor Arterial, See Arterial

Mitigate

To ameliorate, alleviate, or avoid to the extent reasonably feasible. According to CEQA, mitigations include: (a) avoiding an impact by not taking a certain action or parts of an action; (b) minimizing an impact by limiting the degree or magnitude of the action and its implementation; (c) rectifying an impact by repairing, rehabilitation, or restoring the environment affected; (d) reducing or eliminating an impact by preserving and maintaining operations during the life of the action; (e) compensating for an impact by replacing or providing substitute resources or environments.

Mobile Home

A structure, transportable in one or more sections, built on a permanent chassis and designed for use as a single-family dwelling unit when connected to required utilities.

Moderate Income

Between 81% and 120% of the county median income.

Monterey Bay Unified Air Pollution Control District

A multi-county agency with legislative authority to adopt and enforce all rules and regulations necessary to control non-vehicular sources of air pollutants in the area.

Mudslide (Mudflow)

A flow of very wet rock and soil.

Neighborhood Park

City-owned land of two to ten acres intended to serve the recreation needs of people living or working within a one-half mile radius of the park and also intended to contribute to a distinct neighborhood identity.

Net Acre

See Acre, Net

Noise Attenuation

Reduction of the level of a noise source using a substance, material, or surface, such as earth berms and/or solid concrete walls.

Noise Contour

A line connecting points of equal noise level as measured on the same scale. Noise levels greater than the 60 Ldn contour (measured in dBA) require noise attenuation in residential development.

Non-renewable Energy Resources

Sources whose natural supplies are depleted in producing work such as oil, gas, coal, and uranium.

Objective

A measurable goal; a statement of desirable accomplishment within a specific time frame that is definite enough to know when and if it has been achieved.

Open Space

Any open land or other space (such as a river) which is predominantly lacking in structural development. Open space includes natural areas, wetlands, open water, wildlife habitats, farmlands, grazing areas, and park recreation areas.

Overcrowding

A condition defined by the U.S. Census which exists when housing units provide insufficient living space to meet the needs of a household. A housing unit is determined to be overcrowded when there are 1.01 or more persons per room. Severe overcrowding is more than 1.5 persons per room.

Paratransit

Term variously used to describe transit systems which operate on flexible routes and/or provide demand responsive service. Generally vans, small buses, or taxis are used to provide this service, which is most frequently provided for elderly and handicapped passengers and/or in rural or semi-rural areas, as an alternative to fixed route transit.

Parcel

A lot, or contiguous group of lots, in single ownership or under single control, usually considered a unit for purposes of development.

Peak Hour

For any given traffic facility, the daily, 60-minute period during which traffic volume is highest.

Planning Area (Unincorporated Territory)

The planning area is land surrounding the city that "bears a relationship to the city's planning" as defined by state legislation. It represents the geographic area in which land use decisions may have an impact on the city, but which is governed by the county.

Policy

A specific statement guiding action and implying a clear commitment.

Potentially Active Fault

A fault along which the most recent major displacement occurred between 11,000 and 2,000,000 years ago.

Program

An action, activity, or strategy carried out in response to adopted policy to achieve a specific objective. Policies and programs establish the "who," "how," and "when" for carrying out the "what" and "where" of goals and objectives.

Promote

For the goals, objectives, and policies discussed in the General Plan, the word implies an endorsement reinforced with a moderate level of administrative, financial or other city support.

Recycle

The process of extraction and reuse of materials from waste products.

Restrict

To check, bound, or decrease the range, scope, or incidence of a particular condition.

Right-of-way

The strip of land over which certain transportation and public use facilities are built, such as roadways, railroads, and utility lines.

Riparian Corridor

That area extending along the bank of intermittent streams, perennial streams, marshes, or other natural bodies of standing water.

Risk

The degree of danger or hazard.

Sanitary Landfill

A disposal site employing an engineered method of disposing of solid wastes in a manner that minimizes environmental hazards by spreading, compacting to the smallest particle volume, and applying cover material over all exposed wastes at the end of each operating day.

Scenic Corridor

A highway, road, bikeway, pedestrian path or equestrian trail recognized as having unusual or outstanding scenic qualities.

Section 8 Rental Assistance Program

A federal (HUD) rent-subsidy program which is the main source of federal housing assistance for low-income households. The program operates by providing "housing assistance payments" to owners, developers, and public housing agencies to make up the difference between the "Fair Market Rent" of a unit (set by HUD) and the household's contribution toward the rent, which is calculated at 30% of the household's adjusted gross monthly income (GMI). "Section 8" includes programs for new construction, existing housing, and substantial or moderate housing rehabilitation.

Seiche

An earthquake-induced wave in a lake, reservoir, or harbor.

Shall

That which is obligatory or necessary.

Should

Signifies a directive to be honored if at all possible.

Sign

Any representative (written or pictorial) used to identify, announce, or otherwise direct attention to a business, profession, commodity, service, or entertainment.

Signal Pre-emption

A system used by emergency and public transit vehicles to change signal phasing from red to green, allowing faster cross-town access.

Siltation

(1) The accumulating deposition of eroded material; (2) The gradual filling in of streams and other bodies of water with sand, silt, and clay.

Single-family Dwelling (Attached)

A dwelling unit occupied or intended for occupation by only one family that is structurally connected with other such dwelling units.

Single-family Dwelling (Detached)

A dwelling unit occupied or intended for occupation by only one family that is structurally independent from any other such dwelling unit or structure intended for residential or other use.

Site

Land used or intended for one use or a group of uses and having frontage on a public or an approved private street.

Slope

Calculated as the vertical rise divided by the horizontal run, the incline or land gradient expressed as a percent. For example, a hill which rises 15 feet across a horizontal length of 100 feet has a slope of 15 percent.

Slough

A secondary branch of a natural drainage system where the current is sluggish when water is present.

Solar Access

The provision of direct sunlight to an area specified for solar energy collection when the sun's azimuth is within 45 degrees of true south.

Solid Waste

A general category that includes garbage, trash, refuse, paper, ashes, metals, glass, plastics, construction debris, rock, soil, abandoned vehicles and machine parts, discarded appliances, yard wastes, manure, and other materials.

Solid Waste Facility

A disposal facility, disposal site (or) a solid waste transfer/processing station.

Specific Plan

A tool for detailed design and implementation of a defined portion of the area covered by a General Plan. A specific plan may include all detailed regulations, conditions, programs, and/or proposed legislation which may be necessary or convenient for the systematic implementation of any General Plan element(s) or a portion thereof.

Sphere of Influence

A plan, adopted by the Local Agency Formation Commission for each incorporated city, showing the probable physical boundaries and service area of that city. Land use within the unincorporated portion of the Sphere is controlled by the County in formal consultation or by joint action with the City.

State Scenic Highway

A segment of a state highway that has been officially designated by the Director of California Department of Transportation as part of the State Scenic Highway System.

Storm Run-off

Surplus surface water generated by rainfall that does not seep into the soil, but flows over the land to streams, rivers, or lakes.

Strip Development

The development of urban uses such as housing or commerce in narrow bands, generally one lot deep, along the frontage of roads and highways.

Substandard Housing

Residential dwellings which, because of their physical condition, do not provide safe and sanitary housing.

Support

For the goals, objectives, and policies discussed in the General Plan, this word implies an endorsement reinforced with a high level of administrative, financial, or other city support.

Surface Rupture

A break in the ground surface and associated deformation, usually the result of seismic activity.

Threatened Species, California

A native species or sub-species of a bird, mammal, fish, amphibian, reptile, or plant that, although not currently threatened with extinction, is likely to become an endangered species in the foreseeable future in the absence of special protection and management efforts required by Chapter 1.5 of the State Department of Fish and Game Code.

Threatened Species, Federal

A species which is likely to become an endangered species in the foreseeable future through out all or a significant portion of its range.

Tourism

The business of providing services for persons traveling for pleasure, tourism contributes to the vitality of the community by providing revenue to local business. Tourism can be measured through changes in the transient occupancy tax, or restaurant sales.

Transit

Vehicles or systems engaged in the transportation of people by public or private conveyance, primarily rail or bus systems.

Transit-Dependent

Refers to persons unable to operate automobiles or other motorized vehicles, and to those who do not own motorized vehicles. Transit-dependent residents must rely on transit, paratransit, or owners of private vehicles for transportation. Transit-dependent residents include the young, the elderly, the poor, and those with prior violations in motor vehicle laws.

Transportation Systems Management (TSM)

A comprehensive strategy developed to address the problems caused by additional development, increasing trips, and a shortfall in transportation capacity. Transportation Systems Management focuses on more efficiently utilizing existing highway and transit systems rather than expand-

ing them. Objectives include reducing the number of vehicle trips, shortening trip lengths, and distributing the timing of trips throughout the day so as to ease congestion during peak travel times.

Trip

A one-way journey that proceeds from an origin to a destination by a single type of vehicular transportation.

Trip Generation

The dynamics that account for people making trips in automobiles or by means of public transportation. Trip generation is the basis for estimating the level of use for a transit system and the impact of additional development or transportation facilities on an existing, local transportation system.

Truck Route

A path of circulation required for all vehicles exceeding set weight or axle limits. A truck route follows major arterials through commercial or industrial areas and avoids sensitive residential areas.

Tsunami

A wave, commonly called a tidal wave, caused by an underwater seismic disturbance, such as sudden faulting, landslide, or volcanic activity.

Urban Design

The attempt to give form, in terms of both beauty and function, to selected urban areas or to whole cities. Urban design is concerned with the location, mass, and design of various urban components and combines elements of urban planning, architecture, and landscape architecture.

Urban Limit Line

A planning boundary intended to contain urban development and discourage urban sprawl.

Urban Sprawl

Haphazard growth or outward extension of an urban area resulting from uncontrolled or poorly managed development.

Use

The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged pursuant to the City's zoning ordinance and General Plan land use designation.

Vacancy Rate

The ratio of vacant available (for sale or for rent) housing units to the total housing stock in a given area which is used as an indicator of the general availability of housing.

Very Low Income

Less than 50% of the area or county median income.

Viewshed

The area within view from a defined, publicly accessible observation point.

Volume-to-Capacity Ratio

A measure of the operating capacity of a roadway or intersection, in terms of the number of vehicles passing through, divided by the number of vehicles that theoretically could pass through when the roadway or intersection is operating at its design capacity. Abbreviated "v/c". At a v/c ratio of 1.0, the roadway or intersection is operating at capacity. If the ratio is less than 1.0, the traffic facility has additional capacity.

Watershed

An area or region drained or contributing water to, a spring, stream, river, lake, or other bodies of water.

Williamson Act

Known formally as the California Land Conservation Act of 1965, it was designed as an incentive to retain prime agricultural land and open space in agricultural use, thereby slowing its conversion to urban and suburban development. Landowners were offered reduced property tax assessments if they agreed not to develop the land for ten years. The lowered assessments were based on the agricultural use of their land, or "use value," instead of "market value."

Zoning

The division of a city by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that carries out policies of the General Plan.

Zoning District

A designated section of the City for which prescribed land use requirements and building and development standards are uniform.

Sources:

A Survey of Zoning Definitions, edited by Tracy Burrows, published by American Planning Association, Planning Advisory Service Report Number 421;

The California General Plan Glossary, edited by Naphtali H. Knox, AICP, and Charles E. Knox; published by The California Planning Roundtable;

Alexander & Associates; and

The City of Watsonville

ADOPTION

RESOLUTION NO. 137-94 (CM)

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF WATSONVILLE ADOPTING THE WATSONVILLE 2005 GENERAL PLAN AND THE SPHERE OF INFLUENCE AMENDMENT

WHEREAS, the Watsonville 2005 General plan and Sphere of Influence Amendment prepared to establish a complete, integrated, consolidated, updated and consistent set of land use and planning policies for the City of Watsonville; and

WHEREAS, the Watsonville 2005 General Plan and Sphere of Influence Amendment has been forwarded to all applicable special districts, school districts, local and regional agencies and all applicable State and Federal agencies; and

WHEREAS, following public hearings and due discussion and deliberation of the Watsonville 2005 General Plan and Sphere of Influence Amendment, the City of Watsonville Planning Commission on November 1, 1993 did recommend to the City Council the adoption of the Watsonville 2005 General Plan and Sphere of Influence Amendment; and

WHEREAS, the City Council held a series of community meetings, study sessions, special meetings, and properly noticed public hearings on the Watsonville 2005 General Plan and Sphere of Influence Amendment and did consider all public testimony and written comments, and the recommendation of the Planning Commission; and

WHEREAS, the City Council at their November 30, 1993 meeting did conclude the public hearings of the Watsonville 2005 General Plan and Sphere of Influence Amendment and adopted the Plan "in concept" and did direct staff

5/26/94.C:\WPFILES\RESOS\MEET524.94\GENPLADP.RSO

RESO NO. 137-94 (CM)

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to prepare revisions to the Draft Plan and findings for adoption consistent with the City Council's action; and

WHEREAS, the City Council has certified the Environmental Impact Report and adopted a Mitigation Monitoring Program and Statement of Overriding Considerations for the Watsonville 2005 General Plan and Sphere of Influence Amendment.

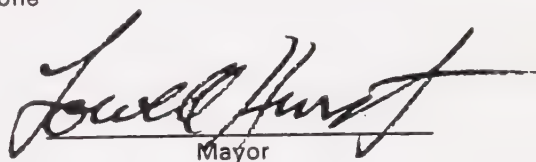
NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF WATSONVILLE, CALIFORNIA, AS FOLLOWS:

1. The City Council hereby adopts the Watsonville 2005 General Plan and Sphere of Influence Amendment consisting of the Draft Watsonville 2005 General Plan and the revisions prepared by Alexander & Associates, all of which are on file with the City Clerk's Office and incorporated herein by reference, and

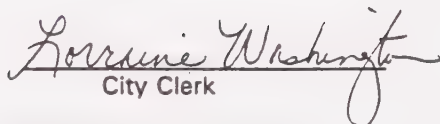
2. The Watsonville 2005 General Plan Amendment shall become effective thirty (30) days from and after the adoption of this resolution and thereby supplanting and taking precedence over all other planning studies, documents and policies previously adopted, approved or otherwise recognized as constituting the Watsonville General Plan for the purposes of planning the physical development of the City of Watsonville, and shall apply to all new development projects for which applications have not been accepted as complete by the City of Watsonville prior to the effective date.

The foregoing resolution was introduced at a regular meeting of the Council of the City of Watsonville, held on the 24th day of May, 1994, by Council Member Alcala, who moved its adoption, which motion being duly seconded by Council Member Bobeda, was upon roll call carried and the resolution adopted by the following vote:


AYES: COUNCIL MEMBERS: Alcala, Bobeda, Campos, Hurst
NOES: COUNCIL MEMBERS: McFarren, Rios, Eves
ABSENT: COUNCIL MEMBERS: None


Mayor

ATTEST:


City Clerk

APPROVED AS TO FORM:


City Attorney

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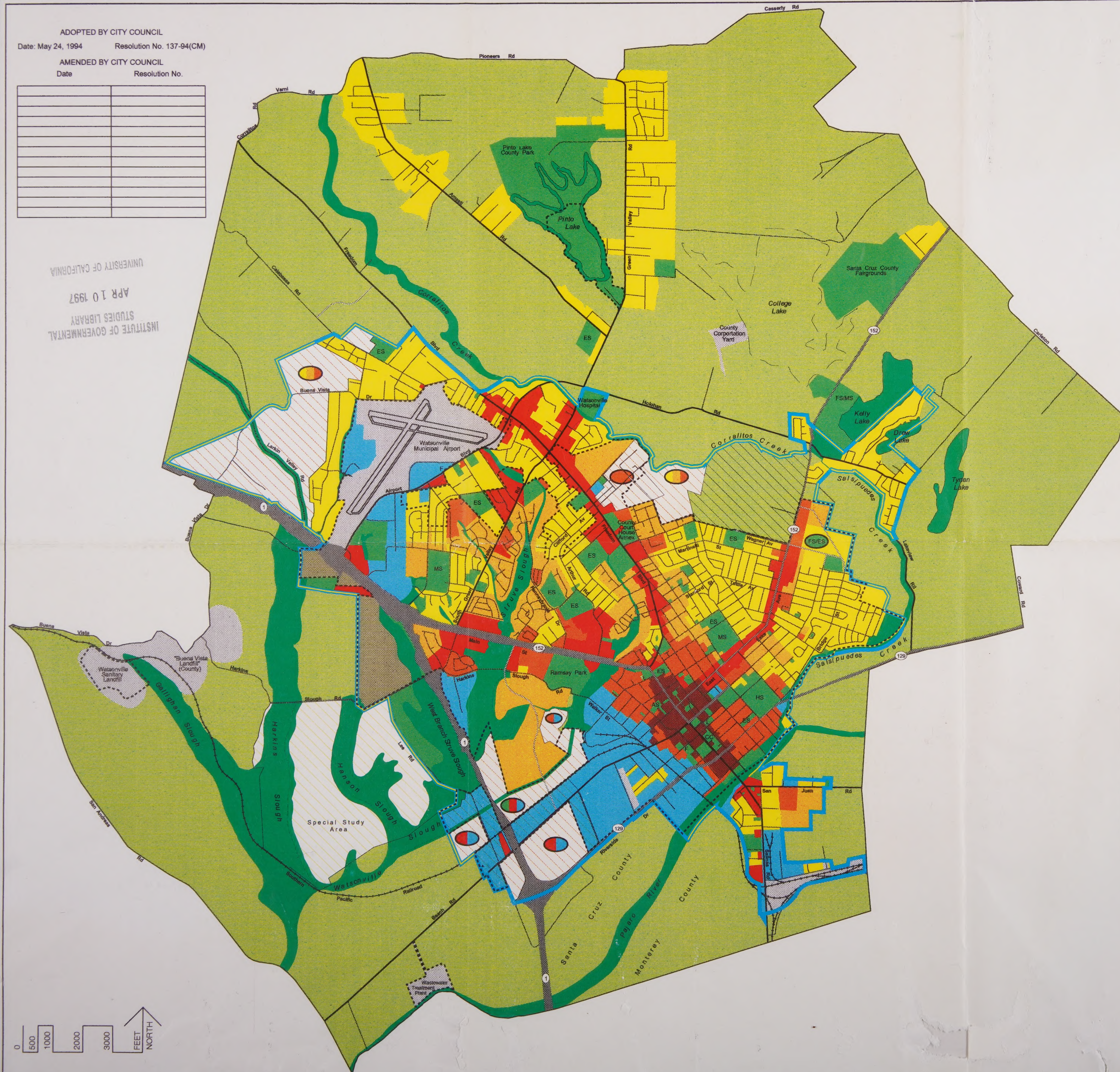


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ADOPTED BY CITY COUNCIL
Date: May 24, 1994 Resolution No. 137-94(CM)

AMENDED BY CITY COUNCIL
Date Resolution No.

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Land Use Diagram

Watsonville 2005 General Plan

Residential

- Low Density**
Equal to, or less than, 7.99 units per net acre
- Medium Density**
8 to 13.99 units per net acre
- High Density**
14 to 42 units per net acre

Commercial, Office, and Industrial

- Central Commercial**
- General Commercial**
- Industrial**

Open Space, Community Facilities, Agriculture, and Coastal Zone

- Greenbelt**
- Environmental Management**
- Public/Quasi-Public**
- Public/Quasi-Public**
CC-Civic Center; F-Fire Station; L-Library;
ES-Elementary School; MS-Middle School;
HS-High School; AS-Adult School; FS-Future School
- Transportation, Communications, and Utilities**
- Agriculture**
- Coastal Zone**

Circulation

- State Highways: 1, 129, 152**
- Major Roads**
- Minor Roads and Streets**
- Railroad**
- Proposed Roads**
(Conceptual, alignment to be determined)

Other

- Specific Plan Area**
The proportion of land uses shown in the insets is conceptual only, subject to the outcome of the specific plan. In addition to the primary uses shown in the insets, specific plan areas may contain secondary uses described in the Land Use Chapter. The Northwest Area may be either a specific plan or an area plan, as described in the Land Use Chapter.
- Special Study Area**
- Urban Reserve**

Boundaries and Symbols

- City Limit**
- Urban Limit Line**
- Planning Area**
Planning Area includes the full rights of way of boundary roads.

Notes:

1. The land use designations can be fully understood only through reference to the General Plan document. The scale of this diagram does not permit individual parcels less than approximately two acres to be shown. For further information, please contact the Watsonville Planning Department, 250 Main Street, Watsonville, CA 95077, (408) 728-6020.

2. The Redevelopment Area is shown in the Land Use Chapter (4) of the General Plan.

Date: May 24, 1994 Resolution No. 137-94(CM)

Date Resolution No.

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